DOCUMENT RESUME

ED 361 491 CE 064 407

AUTHOR	Colley, Frances
TITLE	Community Adult Education: The Future Directions for DETAFE. A Discussion Paper.
INSTITUTION	South Australia Dept. of Employment and Technical and Further Education, Adelaide.
PUB DATE	Feb 93
NOTE	87p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*Adult Education; College Programs; *Community Education; Educational Administration; Educational Change; Educational Finance; Educational Opportunities; *Educational Policy; *Educational Trends; Employment Opportunities; Foreign Countries; Futures (of Society); Government School Relationship; Literacy Education; Models; Partnerships in Education; Policy Formation; Postsecondary Education; School Community Relationship; *State Action; *State Departments of Education; Volunteers
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ABSTRACT

This discussion paper resulted from a project to explore possible actions that Australia's Department of Employment and Technical and Further Education (DETAFE) could take to improve and reduce the cost of community adult education in South Australia. General propositions concerning the future role of DETAFE in adult and community education in South Australia are examined. The document includes an executive summary of the project and the list of general propositions. The discussion paper examines the following: the context and changing focus of TAFE and community adult education, funding of 'Stream 1000' classes in DETAFE, other providers of community adult education, the Community Adult Education Secretariat, the Ministerial Advisory Committee on Community Adult Education, emerging models for DETAFE's future role in community adult education, current college provision of Stream 1000 courses, employment conditions for DETAFE Stream 1000 coordinators, language and literacy provision, the use of volunteers, and the community services review. Appendixes include the project bulletin notice, an extract from the vision statement, a classification of TAFE courses, and proposed job descriptions for community adult education staff. Contains 15 references. (MN)

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ED 361 491

COMMUNITY ADULT EDUCATION

THE FUTURE DIRECTIONS FOR DETAFE

A DISCUSSION PAPER

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Frances Colley
SA Department of Employment and
Technical and Further Education

February, 1993

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FOREWORD

Community adult education has a long and rich tradition in providing a range of learning and enrichment opportunities for the people of South Australia. I am personally very committed to community adult education and I believe it has a vital role to play in contributing to the future economic prosperity of the state and the well-being of its people. My intention is to see community adult education in its widest sense made available to more people in the community than at present.

TAFE colleges have played an important role in the delivery of community adult education as have the many other providers such as the Workers' Educational Association, the community centres and neighbourhood houses and the University of the Third Age. However, national government and industry demands mean that TAFE must focus more on vocational programs to support industry and economic development. In focussing on these priority areas, some other areas of traditional TAFE provision must be adjusted, and this offers the opportunity to explore improved ways for the delivery of community adult education. It is timely, therefore, to consider new directions for the Department and its colleges in the provision of community adult education in South Australia. It may be that by moving beyond a direct delivery role to one of providing support to the community-based and community-managed providers, the broadening and strengthening of community adult education will be achieved most effectively.

This discussion paper has been prepared as part of the community consultation process in exploring the new directions for the Department in community adult education. I commend the paper to you and look forward to your comments.

Susan Lenehan

Susan Lenehan
MINISTER OF EDUCATION, EMPLOYMENT AND TRAINING

February 1993

AN INVITATION TO RESPOND

Responses to this discussion paper are warmly invited. Please write to:

Dr Adam Graycar
Executive Director
Department of Employment and TAFE
31 Flinders Street
Adelaide SA 5000

Fax: (08) 226 0816

The closing date for responses will be **23 April, 1993.**

Major issues for comment

The major issues on which readers may wish to comment include:

- the relationship between other providers of community adult education and the Department
- the role of the Community Adult Education Secretariat
- the structure and function of the Community Adult Education Advisory Group
- access by community-based providers to TAFE facilities
- the likely efficiency and effectiveness of some of the emerging models for the Department's role in community adult education.

There are many other issues covered in the paper. You are welcome to comment on these (and other issues not raised).

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DISCUSSION PAPER

EXECUTIVE SUMMARY

For many years, particularly from the mid-70s to the late 80s, TAFE colleges in South Australia have been major providers of classes in community adult education. The classes have traditionally covered a wide range of topics in the recreation, leisure and personal interests areas.

Operating in parallel with the TAFE college provision of community adult education has been the work of non-government providers such as the Workers' Educational Association, community centres and more recently, the University of the Third Age. These 'other providers' have been supported by the Ministerial Advisory Committee on Community Adult Education and the former Office of Tertiary Education.

In 1992, there were several factors contributing to a changed outlook for the provision of community adult education this state. Primary among these was the amalgamation of the Office of Tertiary Education with the Department of Employment and Technical and Further Education (DETAFE) and the subsequent establishment of the Community Adult Education Secretariat. For the first time policy development and funding administration for non-DETAFE providers of community adult education came under the aegis of DETAFE.

In addition, 1992 saw a much stronger focus in TAFE systems nationally on the provision of vocational, and advanced skills programs. The concept of a TAFE college as a community College was declining as a result of national government and industry pressures.

Coupled with this refocussing of effort, there was a growing concern within DETAFE about the declining numbers of students enrolled in their 'Stream 1000' classes (the national TAFE term for recreation, leisure and personal enrichment courses). The major reason for the drop in students is thought to be the rising costs of these courses which raises questions concerning access and equity.

In the light of these factors, the Chief Executive Officer of DETAFE initiated a project in early 1992 to explore a new role for DETAFE in the provision of community adult education. The thrust of this new role was to move from the direct delivery of community adult education programs to supporting the community-managed and community-based providers.

The underlying spirit of the project has been to identify a role for the Department and its colleges which will strengthen the provision of community adult education in South Australia, make it available to a broader community, and at a cost generally lower than currently available through the extensive DETAFE infrastructure.

This discussion paper has been prepared as part of the larger project and is intended to focus community comment and test some propositions for a new role for DETAFE.

The main areas covered by the discussion paper are:

- The increasingly high profile of adult and community education at the national and state levels, particularly as a result of the release of the Senate Standing Committee Report **Come in Cinderella** in late 1991.

- The decline of the Stream 1000 program in TAFE colleges in recent years and the apparent financial disadvantage of students in these programs because of the high costs.

- The richness and diversity of the provision of community adult education in South Australia by providers other than DETAFE. The paper explores a supportive role for DETAFE which will foster the community-based and community-managed provision of community adult education.

- The establishment of a Community Adult Education Secretariat under the aegis of DETAFE. The Secretariat has, for the first time, oversight of any continuing DETAFE provision of CAE plus a leadership, policy development and funding administration role for non-government providers.

- The establishment of a Community Adult Education Advisory Group to replace the existing Ministerial Advisory Committee as Community Adult Education. A possible membership is outlined and a reporting line through the emerging Vocational Education Employment and Training Authority structure to the Authority's Chief Executive Officer is proposed. The Advisory Group would provide advice to the Secretariat on policy development and strategic planning.

- Emerging models for DETAFE's future role in community adult education are explored with an emphasis on the potential of community adult education centres which would operate as separate entities from TAFE colleges but be supported by them. Some excellent developing examples from around the state are described.

Other possibilities discussed include the role of community education officers, telecentres and TAFE college support through professional development programs, assistance with administration, advertising and so on.

- A summary of the 1992 provision of Stream 1000 courses in TAFE colleges is given. While several colleges have a thriving program of traditional delivery of Stream 1000 courses (notably Tea Tree Gully, Elizabeth, Kingston, Port Adelaide and Noarlunga) other colleges have withdrawn from direct delivery such as Eyre, Goyder and Panorama. Some colleges are doing some outstanding innovative work in increasing their focus on a supportive role for community-based providers (such as Barker, Light and South East).

- Problems of the current employment conditions for DETAFE Stream 1000 coordinators are identified and the need to determine fair and consistent conditions while allowing flexibility in the light of an emerging range of models is discussed.

- The use of volunteers in the provision of community adult education is explained. A role for the Secretariat in developing guidelines and principles for the use of volunteers is proposed.

- The relevance of the South Australian Community Services Sector Review is explored. It would be worthwhile to have community adult education included in the third stage of the review.

COMMUNITY ADULT EDUCATION

THE FUTURE DIRECTIONS FOR DETAFE

A DISCUSSION PAPER

GENERAL PROPOSITIONS

The following is a listing of the general propositions concerning a future role for the Department of Employment and TAFE (DETAFE) in community adult education in South Australia.

Section Reference		
3.1	1.	That DETAFE move its focus from a direct delivery role for community adult education to one of support for the community-based, self-managing provision of community adult education.
3.2	2.	That current discretionary funding provided by DETAFE for the provision of Stream 1000 classes (comprising the salary overheads reimbursement plus the funding for concession students) be channelled into other uses in community adult education which may have a more beneficial impact for the broader community.
3.3	3.	That current DETAFE central office funding support for the provision of Stream 1000 classes in TAFE colleges wishing to continue their provision be maintained at the same level as currently until 31 December 1993.
3.3	4.	In those instances where a college does anticipate a reduction in, or withdrawal from, the provision of Stream 1000 courses, their share of the current total discretionary funds will be diverted to a pool of funding to be managed by the Community Adult Education Secretariat. This pool of funding will be made available to those colleges wishing to explore an innovative approach to community adult education. It may be possible that this funding to colleges could be 'topped up' by an additional contribution from the funds currently managed by the Ministerial Advisory Group on Community Adult Education.
3.4	5.	That funds raised through a college's fee for services activities not be used to support the delivery of Stream 1000 classes.

3.5 6. That the Community Adult Education Secretariat establish a process to review the existing guidelines for the management of Stream 1000 classes to satisfy the concerns raised by the Auditor-General.

4.2 7. That the Secretariat continue discussions with the Workers' Educational Association to further investigate their role as an alternative provider in some areas where TAFE colleges are withdrawing from the direct delivery of community adult education.

4.3 8. That in considering the future supportive role TAFE colleges may play in relation to the work of neighbourhood houses and centres, efforts be made to maintain, or even extend, the diversity of provision of community adult education which currently exists.

4.4 9. That any future role for DETAFE seek to further extend the access by the ageing to community adult education.

4.5 10. That one supportive service which could be provided by a TAFE college would be to act as a liaison and referral agent for other government agencies involved in community adult education.

4.6 11. That the Secretariat initiate discussions with the Education Department to develop policy and practices to ensure that community-based providers have reasonable access to Education Department facilities.

4.7 12. That the Secretariat provide assistance to TAFE colleges where appropriate in identifying community-based providers of community adult education.

4.8 13. That the Secretariat, in cooperation with TAFE colleges, develop some guidelines for use of TAFE facilities at a modest cost by community-based providers.

5.2 14. That the Secretariat in cooperation with the proposed Community Adult Education Advisory Group, have carriage of responsibility in policy development in the administration of government funding for community adult education in South Australia.

5.3 15. That an additional position of manager be established within the Community Adult Education Secretariat.

5.4 16. That a regional network for community adult education provision not be established in South Australia: rather that the Secretariat support regional groups as they emerge and as appropriate.

5.5 17. That a key role for the Secretariat will be to foster and support self-management by community-based providers of community adult education.

5.7 18. That a DETAFE program management group for community adult education not be established: rather the Secretariat should take on any similar functions as appropriate.

5.8 19. That the Secretariat and TAFE colleges foster professional development and study and career paths for community-based providers of community adult education.

5.9 20. That the Secretariat foster the implementation of the National Framework for the Recognition of Training to benefit community adult education students.

5.10 21. That the Secretariat provide liaison and a referral point between community-based providers and Kickstart boards and officers to benefit where possible local communities and their students.

5.11 22. That the Secretariat investigate the appropriate streaming of courses to benefit community adult education students.

5.12 23. That the Secretariat work cooperatively with the South Australian Association of the Councils of Colleges of TAFE Inc., and college/institute councils to assist in the effective support and delivery of community adult education in local communities.

6.1 24. That the present Ministerial Advisory Committee on Community Adult Education be replaced by a Community Adult Eduction Advisory Group with a membership outlined and reporting through the emerging Vocational Education, Employment and Training Authority structure to the Authority's Chief Executive Officer.

7.2 25. That the concept of community adult education centres operating as bodies independent from TAFE colleges but supported by them be fostered as an effective alternative model to direct delivery of community adult education by TAFE colleges.

7.12	26.	That the concept of telecentres be explored where appropriate as an effective mechanism in the delivery of community adult education especially in country areas.
7.13	27.	That the role of community education officers in supporting the community-based provision of community adult education be further encouraged.
7.14	28.	That TAFE colleges, with the assistance of the Secretariat as appropriate endeavour to provide a range of support mechanisms to community-based providers of community adult education.
7.17	29.	That the Secretariat further explore and encourage the delivery of workplace community adult education.
9.3	30.	That the Secretariat conduct further consultations to identify the appropriate employment conditions of continuing DETAFE Stream 1000 coordination.
10.1	31.	That the Secretariat liaise with those involved in the policy, funding and delivery of literacy and language programs to ensure that the provision of literacy and language training in the community adult education arena is as effective and efficient as possible.
11.2	32.	That the Secretariat develop guidelines and principles to support the effective and fair use of volunteers in the delivery of community adult education.
12.2	35.	That the Secretariat encourage the inclusion of community adult education in the third stage of the South Australian Community Services Sector Review.

1 INTRODUCTION

1.1 The context

In early 1992, the Chief Executive Officer of the SA Department of Employment and Technical and Further Education (DETAFE) initiated a project to explore a future role for the Department in the provision of community adult education.

This paper is part of that project. The paper's key purpose is to canvass a number of issues of relevance to the possible future role for the Department. As a discussion paper, this document has been prepared to encourage and focus comment from the community and from DETAFE. Major areas discussed include:

1 An exploration of a future role for DETAFE in the provision of community adult education which will:

   - foster a community-based self-managing community adult education sector
   - foster a diversity of provision and quality outcomes for students
   - support the needs of the most disadvantaged in the community cost-effectively
   - consider the nature of the relationship between DETAFE and community-based providers
   - take into account the changing nature of TAFE.

2 A consideration of the role and function of the Community Adult Education Secretariat and the proposed Community Adult Education Advisory Group

The underlying spirit of this discussion paper and its associated project is that as a result of a new organisational and policy framework within DETAFE, in the long term community adult education in South Australia will be strengthened, will be available to a broader community than at present, and at a cost which is generally lower to students than currently available through the DETAFE infrastructure.

A starting premise for this paper is that community adult education is of significant value to the future prosperity of the state and the general well-being of its population. This position is well-argued in the Senate Standing Committee Report Come in Cinderella (November, 1991).

The paper seeks to acknowledge the strengths of the past and the present provision of community adult education by both DETAFE and community-based providers. However, many of the developments outlined in this paper represent a new relationship between the

Department and the other providers with an emphasis on a supportive role for other providers. Both the other providers and DETAFE have a long and rich history in the provision of community adult education. The thrust of this paper is that it is now timely for DETAFE to reach out, change, and explore a new role in the management and delivery of community adult education.

The audience for this paper is diverse. Essentially, the paper has arisen from a project commissioned within DETAFE and the paper's title focuses on the changing role and directions for the Department and its colleges in community adult education. As a consequence many of the issues which are addressed are of importance primarily for an internal Departmental audience. As many of the ideas focus on the nature of the relationship between DETAFE and community-based providers, the paper seeks to be relevant for these other providers. This discussion paper also reflects the outcomes of the extensive consultation around the state which has occurred for this project.

1.2 The changing focus of TAFE

An essential element of the context for this paper is the changing focus of TAFE. Certainly, TAFE can no longer afford to be 'all things to all people'. There are considerable economic imperatives that are pressuring the Department. National government and industry demands mean that DETAFE must focus more on vocational programs to support industry and economic development and to assist the young and the more mature who are unemployed. In focussing the effort on these priority areas, some other areas of traditional provision have been reduced. Given the competing demands on TAFE resources TAFE colleges can no longer be the general community colleges they once were.

1.3 The project brief

The project brief is perhaps best explained in the Terms of Reference for the project. The terms of reference are provided in the DETAFE Bulletin Notice announcing the project (see Appendix 1). In essence, the brief seeks to identify a supportive role for the Department in the provision of community adult education in the light of:

- the changing focus of TAFE at national and state levels
- at the state level, the establishment of the Community Adult Education Secretariat following the amalgamation of the Office of Tertiary Education with DETAFE.

With the Community Adult Education Secretariat, the Department has for the first time, a role concerning policy and funding for the extensive and diverse range of non-government providers of community adult education. (The work of the then Office of Tertiary Education in supporting the Ministerial Advisory Committee on Community Adult Education is described later in this paper.)

1.4 Community adult education - a definition

For the purposes of this project, the following definition of community adult education has been developed.

Community adult education:

- **provides opportunities for lifelong, post-compulsory, holistic learning in ways which are often non-formal**
- **fosters learning which may increase opportunities for participants to pursue study pathways, employment pathways, and personal interests**
- **empowers individuals and local communities to manage their own learning provision in flexible responsive, diverse and socially-just ways.**

This definition is derived from a workshop conducted early in the course of the project to develop a vision statement for the future directions for DETAFE in community adult education in South Australia. The full text of the vision statement is provided in Appendix 2.

The notion of 'self-managing' in this paper is used to describe the empowering of communities to determine and manage their own learning provision in community adult education. To be successful in attracting funding from government sources there will often be parameters promoting good practice and ensuring the effective use of public monies to be observed.

For many staff in DETAFE, this definition represents a much broader concept of community adult education than that which they have been familiar with in the past. This has partly come about as a result of the use of internal Departmental terminology of 'community adult education' to describe Stream 1000 courses. In the national TAFE nomenclature for the classification of courses, 'Stream 1000' refers to 'courses for recreation, leisure and personal enrichment'. (A complete listing of the classification of TAFE courses is provided in Appendix 3.)

The definition also encompasses some of the courses offered in the Stream 2000: those for entry to employment and further education in areas of basic education and basic employment skills and in educational preparation. For instance, a substantial proportion of the funding provided by the Ministerial Advisory Committee on Community Adult Education to non-government providers of community adult education is directed to language and literacy provision.

1.5 The process of change implicit in this paper

For DETAFE the process of change which has been implicit in the project and which is reflected in the paper, is intentionally incremental. There have been no central directives to Colleges as to their future role in the management and delivery of community adult education. Rather, there has been encouragement to colleges to explore alternative models which offer support to local non-government providers of community adult education. In recognition of the increasing autonomy of colleges and the devolution of authority from the central office, the decision as to whether to offer Stream 1000 classes in 1993 has intentionally been left to individual colleges.

For providers other than DETAFE, any changes should also prove to be incremental. There has never been an intention for these other providers to be burdened with the delivery of the entire load of courses equivalent to Stream 1000 classes in DETAFE. While offering 'Stream 1000 like' classes may be an option which some providers will be keen to explore, in other cases, it will be the alternative models now being explored by some TAFE colleges which will prove a more acceptable solution. In the medium term, some new providers may emerge which will add to the rich diversity of classes already offered.

1.6 The project process

The process for this project centred on consultation with a range of groups and individuals. The first stage was a workshop which produced a vision statement to set the context for DETAFE's future role in community adult education. Some 23 people attended the workshop including people from non-government providers of community adult education, the Australian Association for Adult and Community Education, the Ministerial Advisory Committee on Community Adult Education, local government, the University of South Australia, unions, designated equal opportunity groups, the SA Association of the Councils of Colleges of TAFE, and DETAFE.

The second major stage of consultation centred on meetings based at TAFE colleges around South Australia. A range of suggestions on whom to invite was made to college Directors and it was left to their discretion and their knowledge of the college community as to the composition of the final group. Directors were encouraged to invite participants from local non-government providers, local government, schools, the College Council, and from the College staff (including the PTI Stream 1000 coordinator, a language/literacy lecturer, and the college enrolment officer). In addition, an offer was made to all College Councils for the project manager to meet with them: this was taken up by several Councils.

These college-based consultation sessions sought to clarify the project, to determine the current situation at each college, and to seek ideas and responses from those at the meetings. In particular, the sessions proved to be valuable opportunities for identifying innovative approaches already being explored by some colleges and to share information about these emerging approaches around the other colleges.

Further to the scheduled consultation sessions, a range of meetings and talks were held with individuals and groups from organisations such as the Australian Association for Adult and Community Education, the Ministerial Advisory Committee on Community Adult Education, the Adult Migrant Education Service, the SA Association of the Councils of Colleges of TAFE, Salisbury City Council, the Community and Neighbourhood Houses and Centres Association, the Workers' Educational Association, the University of the Third

Age, Council of Pensioners and Retired Persons Associations, the SA Council of Adult Literacy, and the DETAFE Adult Literacy Unit.

In addition, there has been a steady flow of correspondence about the project, particularly from students and teachers in TAFE Stream 1000 classes.

Overseeing the project process has been a reference group comprised of DETAFE staff (see Appendix 2).

2 BACKGROUND TO THE DISCUSSION PAPER

2.1 The higher profile of community adult education

At the national and state levels there are several indicators of the increasingly high profile of community adult education. These include the release of the Come in Cinderella report, the establishment of a national working party (convened by South Australia), and the implementation in this state of a Community Adult Education Secretariat.

2.2 Come in Cinderella

The Senate Standing Committee Report Come in Cinderella was released in November, 1991. A key theme of the report is that community adult education which is described as the 'fourth sector' of education – the first sector being school, the second vocational educational, and the third higher education – has been largely unrecognised and undervalued in Australia considering its significance and the substantial nature of its contribution to education and to society in general.

The report provided 30 recommendations, some for action by the Commonwealth and other for attention by the states and territories. A key task of the Community Adult Education Secretariat – in collaboration with the proposed Community Adult Education Advisory Group – will be to address those recommendations which require consideration at the state level.

2.3 National joint working party on adult and community education

A national joint working party (convened by SA DETAFE on behalf of the Australian Education Council (AEC) and the Ministers of Vocational Education, Employment and Training (MOVEET)) is considering the implications of Come in Cinderella, particularly in the light of the establishment of Australian National Training Authority (ANTA).

Issues to be explored by the working party in their considerations concerning the development of a national policy on community adult education include:

- *Quality issues:*
    - *course offerings and client focus*
    - *curriculum development*
    - *infrastructure*
    - *staffing and staff development.*
- *Funding, administration and co-ordination issues:*
    - *national forums or networks*
    - *state co-ordination and management*
    - *funding arrangements*
    - *ownership and control of premises, employer/employee relationships of staff, curriculum ownership*

    - *ministerial responsibility and public accountability.*

- *Research and development needs:*

    - *statistics for research and accountability*
    - *policy research and development*
    - *program evaluation*
    - *strategic planning.*

(source: Attachment A, MOVEET briefing paper, September, 1992)

The increasing profile of community adult education has been reflected at the state level in South Australia by firstly, the grants program administered by the Ministerial Advisory Committee on Community Adult Education since the late 1980s, and secondly, the establishment of the Community Adult Education Secretariat in mid-1992. The issues listed above for consideration by the national working party are similar to issues discussed in this paper and will certainly be key issues for early consideration by the Secretariat in its policy development role. The Secretariat is discussed in a later section of this paper.

2.4 National reports on the future of TAFE

This process of change in TAFE at national and state levels has been accelerated in the years since 1987 when the Report of the ACTU/Trade Development Commission Mission to Western Europe, known as Australia Reconstructed was released. It could be said that the five years since 1987 have seen a training revolution in which training is seen as part of both economic and social policy. Since 1990 alone there have been 46 separate reports written, all dealing with some aspect of changes in vocational education and training.

The most significant of these reports have been the 'Deveson Report' on Training Costs and Award Restructuring (1990); the 'Finn Report' on Young People's Participation in Post-Compulsory Education and Training - A Discussion Paper (1991); the 'Mayer Report' on Putting General Education to Work - Key Competencies Report (1992); and the 'Carmichael Report' on The Australian Vocational Certificate Training System (1992). (The full details of these reports are provided in the reference list at the end of the paper.)

2.5 Australian National Training Authority

Since the project's inception further management and governance changes have emerged which will have an impact on the Department's role in community adult education. Heads of government have agreed that there will be an Australian National Training Authority (ANTA). This will require a consideration of vocational education and training arrangements in each state and new state training agencies will emerge which will oversight policy and planning at the state level.

2.6 A Vocational Education, Employment and Training Authority for South Australia

At the state level, a recent ministerial statement on a vocational education and training authority for South Australia acknowledged the incorporation of community adult education into the new state governance arrangements.

> *The Government also acknowledges that the community-based provision of vocational education and community adult education are increasing elements in a diverse vocational education and training environment. A State Vocational Education and Training Authority will include community adult education within the ambit of its functions to build study pathways and linkages for the benefit of the broader community.'*
>
> From Ministerial Statement A Vocational Education and Training Authority for South Australia delivered by the Hon Susan Lenehan to the House of Assembly on 26 November, 1992.

Further to the ministerial statement has been the release of A Vocational Education, Employment and Training Authority for South Australia – A Discussion Paper (SA Department of Employment and Technical and Further Education, Adelaide, December, 1992). The discussion paper canvasses a number of issues of immediate relevance to the future direction of vocational education, employment and training in South Australia. The central purpose of the paper is to ensure that the management and delivery of the state-wide effort in vocational educational and training is directly and effectively attuned to the State's current and future skills formation requirements. The paper invites comment on a range of issues including the relationship between adult and community education and the proposed Vocational Education, Employment and Training Authority.

2.7 The development of Institutes of Vocational Education, Employment and Training

Consultation on the development of Institutes of Vocational Education, Employment and Training is occurring in parallel with this paper and the discussion paper on the formation of the Vocational Education, Employment and Training Authority in South Australia.

The government proposes to encourage TAFE colleges to collaborate in the development of strategically focussed multi-function centres – institutes – which will become the focal points for education, training, employment and youth services within discrete geographic regions. It is intended that Institutes will provide a more coordinated and comprehensive service of education, employment and training than is possible under the current college-based system.

One college – Tea Tree Gully College of TAFE – has already taken into consideration the likely development of an Institute (in collaboration with Gilles Plains College) in its initial plans to develop a Community Adult Education Centre. The College sees the development of a separate unit, albeit based within the college campus, as an appropriate direction which will enable the provision of community adult education to the local area to be maintained, if not increased, in a range of new partnership and supportive arrangements with other local providers.

The development of Institutes offers possibilities of greater support in innovative ways to local providers of community adult education.

2.8 Internal Departmental reviews of Stream 1000 course provision

Within DETAFE, 'community adult education' in its earlier guise of 'Stream 6', and now as 'Stream 1000' courses, has undergone frequent reviews within the Department. It is certainly appropriate to acknowledge the work and dedication of many senior DETAFE officers who have been engaged in earlier years in the detailed consideration of the future for these courses.

The most recent of the reviews concerning a policy for community adult education within the Department was put to the Department's Planning and Program Management Committee (PPMC) in July, 1989, by the Enrichment Program Management Group. The major points in the policy statement were:

1 *That Community Adult Education (the preferred name) is an integral part of the (then Department of Technical and Further Education) Charter.*

2 *That the cost of tuition, materials and some overheads be recovered from students.*

3 *That clerical support, coordination costs of full-time TAFE Act staff and operational overheads such as fuel and power, telephone and cleaning be provided from college budget (in the same manner as most other DETAFE programs).*

4 *That concessional (sic) reimbursement be based on student hours.*

5 *That accounting be by a deposit account.*

6 *That provision is made for the transfer of surplus funds to other college budget lines (as offset for items in 3 above).*

7 *That the employment conditions for part-time coordinators be standardised.*

(Source: Planning and Program Management document 42/89, p 1)

The policy statement was endorsed with some minor amendments. As can be seen much of the thrust of the policy concentrated on the funding arrangements for the provision of Stream 1000 courses. In later PPMC minutes of 25 May, 1990 in a discussion of DETAFE Program Management Groups' submissions on program relativities and priorities, the Committee recorded that the community adult education had the smallest class sizes of any program within the Department and that 'full direct cost recovery (was) to be aimed for'.

The Enrichment Program Management Group ceased to exist in March, 1991. Since then, management planning and responsibility for Stream 1000 course provision has rested with colleges.

A later internal Department discussion paper was prepared by Mr Garry Coombes, Associate Director of Noarlunga College, for consideration by the Department's Chief Executive Officer in late 1991. The paper was not circulated for information or comment, but certainly one of the outcomes of the paper was the current project.

2.9 The 'Tillett report' in South Australia

In 1989, a substantial report titled Community Adult Education in South Australia – A Report was prepared by Dr Peter I Tillett as Executive Officer assisting the Commissioner for Public Employment. Although the report has not been published and holds no official status, it offers an extensive and thorough investigation and consideration of community adult education. Many of the recommendations included in the report have in fact been achieved through the work of the Ministerial Advisory Committee on Community Adult Education.

Dr Tillett's brief was to:

1. provide a report and recommendations on guidelines for the operation of the community Adult Education Program bearing in mind the administrative and accountability responsibilities of the Office of Tertiary Education in relation to the Program; and

2. provide a report and recommendations on the future role and composition of the Advisory Committee on Non-Award Adult Education.

This report followed an 1986 inquiry into the Provision of Non-Award Adult Education in South Australia, which was initially chaired by Ms Deborah McCulloch but subsequently by Dr Fred Ebbeck. One of the seven recommendations of the inquiry included the establishment of the Standing Committee on Non-Award Adult Education in South Australia. This committee met from 1987 and had relatively modest funds to distribute.

In 1990, the Community Adult Education Program (CAEP) began and was supported by a 'new' committee - the Ministerial Advisory Committee on Community Adult Education - to advise the Minister on policy and funding. This marked the beginning of a major expansion of State government support for community adult education particularly that provided through non-government providers.

Since the establishment of CAEP, TAFE colleges have been able to apply for funding from the Ministerial Committee but only in cooperation with community groups. This channel of funding for TAFE colleges has had a low take-up rate.

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3 FUNDING OF STREAM 1000 CLASSES IN DETAFE

3.1 The financial disadvantage of TAFE Stream 1000 students

The Coombes paper highlighted the increasing difficulty for people from the community to access TAFE Stream 1000 courses primarily because of the rising costs of these courses for students. Policy decisions within DETAFE in the late 1980s led to the implementation of a cost-recovery approach in the setting of tuition fees for Stream 1000 classes. As a result, the cost of courses has proved prohibitive for many potential students of these classes. This has been a major factor influencing the decline in numbers of students enrolled in these classes from 38 514 in 1986 to 18 575 in 1991 (a drop of 52%).

Individuals in Stream 1000 classes

1986	38 514
1987	31 903
1988	24 155
1989	22 412
1990	22 060
1991	18 575

Interestingly, there does not appear to have been a commensurate growth over this same period for other major non-government providers – such as the Workers' Educational Association or the neighbourhood houses and community centres – of community adult education. Nor has there been any definitive research investigating the destination of former or potential students. However, it would seem likely that while the rising costs of courses for students in these times of recession looms as the greatest hindrance, other factors could include:

- the increase in numbers of private providers of equivalent courses (such as those available through fitness centres, private language schools, computer training centres, and small businesses offering lead lighting, picture framing, floral art, needlework, dressmaking, calligraphy and so on)
- more people enrolling in skills-based courses offered through TAFE, Commonwealth-funded skills programs, and private providers
- increased difficulties in attending TAFE Stream 1000 courses whether because of price, cost of transport, loss of income, or because courses are no longer offered, classes are not available at convenient locations, class times are inconvenient, courses are too long or too short to be of interest, course topics are irrelevant or unattractive, classes have proved unreliable as they are frequently cancelled.

The government does provide concession fees to eligible students in Stream 1000 classes. However, this is a fixed annual allocation to the Department and is set at 50% of the tuition fee. As Garry Coombes states 'In effect, the subsidy at present available represents approximately $1.00 per student hour which, with a full tuition fee of $3.50, results in each concession student costing non-concession students $0.75 per student hour.

This has placed severe pressure on the program, especially in some 'high concession' areas.'

An essential part of the ethos of Stream 1000 courses focuses on the provision of equity and access to the classes, there is an obvious cause for concern when the more disadvantaged in the population appear to be hindered from accessing the courses largely due to their cost. This concern has been a major impetus for this project and has fostered some of the ideas discussed which move TAFE from a direct delivery role to one of support in the provision of community adult education. This represents a release from the necessity of supporting the high infrastructure costs integral to a large organisation such as TAFE, and encourages more innovative, lateral approaches which will benefit a larger number across a broad cross-section of the community at a lower cost.

3.2 The current situation

Currently, the Stream 1000 courses are conducted on a partial cost-recovery basis. Students pay fees which cover materials and their instructor's salary. The additional costs which are not met by student fees are as follows:

1. Colleges running the courses are obliged to subsidise the overhead salary and infrastructure costs. The Department provided a reimbursement of $165 000 in 1992 for the salary overheads but colleges must meet the balance of the overheads from their own resources.

2. The Department does provide funding for concession students in Stream 1000 courses. In 1992, this is estimated to be $170 000.

Thus, there is a total of $335 000 of central Departmental funding for the provision of Stream 1000 courses. In that this amount has been provided for in the current budget estimates, these funds could be considered to be discretionary funds and an outcome of the project may be a decision to channel some or all of these monies into other uses which may have a more beneficial impact for the broader community (for example, seeding funding to assist with innovative approaches such as the establishment of community adult education centres or a contribution to the proposed manager's position in the Community Adult Education Secretariat).

3.3 Implications for the current project

However, it is also necessary to consider the intended outcomes of the current project. Essentially, it is to propose a framework covering policy, organisational and consultative arrangements, for DETAFE's supportive role in the provision of community adult education. The Department's Chief Executive Officer expressed the wish that by the beginning of 1993 there would at least be a pilot scheme operating which would trial a new role for the Department in the delivery of community adult education. Thus, it is very much up to each individual TAFE college as to whether they continue to provide Stream 1000 classes in 1993.

For those colleges who do wish to continue it is essential that at least in the short term, central office funding for concession students and salary overheads continue as before.

Balanced against this is the wish to provide some incentive and encouragement to those colleges who are willing to explore some innovative approaches in collaboration with other community providers to assist their local community.

It is proposed that:

1 The current central office funding support for the provision of Stream 1000 classes in those colleges wishing to continue their provision be maintained at the same level as currently until 31 December, 1993.

2 In those instances where a college does anticipate a reduction in, or withdrawal from, the provision of Stream 1000 courses, their share of the current total discretionary funds will be diverted to a pool of funding to be managed by the Community Adult Education Secretariat. This pool of funding will be made available to those colleges wishing to explore an innovative approach to community adult education. It may be possible that this funding to colleges could be 'topped up' by an additional contribution from the funds currently managed by the Ministerial Advisory Group on Community Adult Education.

This approach would provide funding to TAFE colleges as a priority and the intention would be to provide an incentive to encourage colleges to consider alternative approaches to the management and delivery of community adult education.

By monitoring the dispersal of the funding pool to TAFE colleges, a decision could be taken in mid-year as to whether any of these funds could be made available to other providers of community adult education. It should be noted that in the innovative approaches being suggested in this paper, other providers should also benefit from the funding dispersal to TAFE colleges through the establishment of collaborative ventures.

In this approach it would not be intended to increase the current total of concession fees available to colleges for the support of students in Stream 1000 courses. One of the innovative strategies colleges may wish to consider is developing alternative internal mechanisms for providing the equivalent of concessions for some students in the college's community adult education classes.

3.4 Quarantining of funds

An essential component of this project is to ensure that resources are not being unnecessarily deflected from the Department's vocational and preparatory programs. Therefore, while it may be possible to subsidise the delivery of community adult education classes through funds raised elsewhere in the college such as through fee-for-service activities, it is proposed that it would be preferable for this not to occur. In other words, funds raised through a college's fee-for-service activities should be 'quarantined' to supporting the delivery of vocational and preparatory classes.

However, this would not prevent a community adult education centre which is established as a separate entity such as a body corporate engaging in its own fund-raising program through delivering fee-for-service courses and similar activities. The intention would not to be in competition with the college's fee-for-service activities but rather for the community adult education centre to identify and service its own market niche.

In the consultation for the project, the relationship between a college's Stream 1000 program and the commercial fee-for-service activities was discussed. In some instances Stream 1000 classes were moved into the commercial activities (and in some cases later returned to the Stream 1000 program). In others, there was a quite clear delineation and understanding in the college of which courses belonged in which arena. (Essentially, if there was commercial potential for a particular course it was placed in the fee-for-service activities.) In only one college was there mention of a competitive situation between the Stream 1000 and the fee-for-service programs in vying for the same courses.

3.5 Financial management of Stream 1000 courses

The Auditor-General raised concerns with the Department in February, 1992, about the need for improvement in the financial management of both fee-for-service courses and for Stream 1000 courses.

Whilst the financial management of the Department's fee-for-service courses has been tightened and improved through a process involving extensive consultation and education of DETAFE staff plus the publication and distribution of a manual, the arrangements for the Stream 1000 classes have not received the same attention. This situation has perhaps been exacerbated by the dissolution of the Enrichment Program Management Group in early 1991. In addition, the situation regarding Stream 1000 classes in colleges has been under consideration for some time with some uncertainty about their future. This 'cloudiness' has not augured well for setting in place tight system-wide directions for the financial management of Stream 1000 courses. Rather, the onus has been on individual colleges to apply appropriate financial management techniques based on the guidelines set by the Enrichment Program Group.

In the course of this project wide variations have been found in areas such as the cost of courses for students and the payment rates for the staff employed in the area such as the Stream 1000 Coordinators. In addition, several colleges have acknowledged the additional funding which colleges must provide to subsidise the delivery of these courses. While round figures of $30000 to $40000 were mentioned informally by more than one college, more precise figures were not forthcoming. It is clear that the delivery of the Stream 1000 courses is not entirely self-funding, nor is it likely to become so. In addition to the subsidy funds provided by colleges, the central office provides a government subsidy for concessions for some students, and a further amount to cover salary overheads.

1993 is likely to be a year where there will be a duality of practices occurring in the management and delivery of Stream 1000 courses in that some colleges may choose to continue their 'traditional' delivery of these classes whilst others will be establishing alternative broader community adult education models in collaboration with other providers. Therefore, there is a need to review and reinforce the existing guidelines for the financial management of Stream 1000 courses to satisfy the Auditor-General's concerns. This may be best achieved by establishing a small task-force of DETAFE officers early in 1993 under the direction of the Community Adult Education Secretariat.

4 OTHER PROVIDERS OF COMMUNITY ADULT EDUCATION

4.1 The richness and diversity of the 'other providers'

A strong theme in this discussion paper is the development of supportive and cooperative arrangements between DETAFE, its colleges and a range of other providers.

The other groups providing community adult education in South Australia are very diverse. They can range from the extensive offerings of the more formally structured Workers' Educational Association, through to University of the Third Age classes, to activities offered by neighbourhood houses and community centres and more ad hoc informal groups based on local interest groups, churches, and so. There are also continuing education courses offered through the University of Adelaide.

Some of these providers offer consistent and substantial numbers of classes from one year to the next. Others are not so consistent in the classes they offer and are more responsive to a changing market, probably more dependent on the availability of funding, and on the availability of paid and voluntary staff.

These 'other providers' have a growing reputation as an effective alternative – and some would say a more appropriate alternative – to more formal providers such as DETAFE, particularly as the former are community–managed and owned.

4.2 The Workers' Educational Association

Predominant among the larger providers is the Workers' Educational Association (WEA). In 1991 alone, some 30 000 students enrolled in over 2 000 courses. The most popular courses are in skills and enrichment areas and the WEA notes in its 1991 Annual Report that the skills–based courses did well as the recession deepened but many recreation courses suffered a drop in enrolments. The same report states that in 1991, the number of concession enrolments doubled compared with 1990, and the number of mature age entry courses was doubled to cope with demand. While many of the courses were held on the premises of the WEA Centre in Adelaide, many courses were conducted at external venues including high schools and university campuses.

The WEA focuses its delivery on metropolitan Adelaide. Its extensive marketing reaches the far northern and far southern suburbs, but the delivery points tend to be closer to the city as this is where its greatest market is located.

During the consultation process for this project reactions to the WEA from staff and students involved in TAFE Stream 1000 courses tended to be varied. There was an overall impression – which the WEA would surely challenge – that the WEA targeted a more affluent market, that their courses were more expensive, shorter, and less structured compared with TAFE Stream 1000 courses. Certainly, the WEA would appear to be a very successful provider in the market niches it chooses to serve.

In the spirit of collaboration between TAFE colleges and other providers which is mentioned throughout this discussion paper, the WEA is an obvious potential partner for metropolitan colleges. Indeed, in the longer term, it could be a possible alternative provider. Following informal discussions about the current project, the WEA has expressed interest to the Department in exploring collaborative arrangements or becoming an alternative provider in areas where TAFE colleges have already withdrawn or are in the process of withdrawing from the delivery of Stream 1000 courses. Understandably the WEA would wish to see a clear potential for the successful delivery of their courses to these areas before they considered such a move. Like all providers of community adult education courses, the resources of the WEA are spread thinly and the allowance for risk would be minimal.

4.3 Neighbourhood houses and community centres

Another more obvious provider of community adult education courses, at least at a central level because of the existence of a state-wide association, is the network of neighbourhood houses and community centres. The Community and Neighbourhood Houses and Centres Association, Inc. ('CAN') has nearly 90 houses and centres associated with it in both metropolitan and rural South Australia. They range from the Aldinga Community House, to the Enfield Baptist Community House, the Gerry Mason Senior Community House, the Indo Chinese Women's Association, and the Konanda Aboriginal Resource and Welfare Centre.

During the consultation process, it emerged that TAFE staff tended to be unfamiliar with the work of these houses and centres. In many ways the approach of these centres captures the sense of empowering local communities to control their own provision of community adult education which is an intended outcome of this project. The approach of community houses and centres is described in the following extracts from M Williams and M Sobotka, Real Programs – Non-Award Adult Education Programs in Community Centres and Neighbourhood Houses in South Australia, Community and Neighbourhood Houses and Centres Association, Inc., Adelaide, 1988.

- *Houses and Centres are responsive to the needs of their Communities. They identify and anticipate if possible, the education needs of their communities, design services in response to those needs and assess those responses. (p 2)*

- *Houses and Centres are flexible in the services they offer. They are prepared to continually alter, change, delete services as needed. (p 2)*

- *CAN has a commitment to encourage the Neighbourhood Houses and Community Centres to stimulate opportunities for those who have a background of educational disadvantage. Houses and Centres with their emphasis on the local neighbourhood can be the first point of contact for educational provision. The Houses or Centres can become the first stepping stone to further education opportunities. (p 3)*

- *... learning in Houses and Centres is not regarded as an activity that is separate from other human activities. Learning is integrated in the House or Centre with social or other activities. (p 3)*

- *All Neighbourhood Houses and Community Centres have Management Committees whose members are drawn from local residents and often include representatives from service providers (eg Department of Family and Community Services, schools, service clubs, etc). That the management of Houses and Centres is constituted from members of the community is important as the skills acquired are an important part of the learning process. (p 4)*

- *... (the) programs run in Houses and Centres ... are offered in a non threatening environment. Many people who have suffered disadvantage in their education do not retain pleasant memories of the experience. They are unlikely to feel confident enough to approach a traditional educational institution to ... find their way through the maze of enrolment procedures, timetables, etc.' (p 4)*

Houses and centres are very cost-effective in their delivery. Unlike TAFE, they do not have large infrastructures to support and are not constrained by relatively high salary costs. The houses and centres use volunteers in both the management and in some delivery. They are also likely to be funded from a range of sources including local government, the Ministerial Advisory Committee on Community Adult Education, and agencies such as Family and Community Services.

For students the price of courses at houses and centres is far lower than TAFE Stream 1000 courses. Typically, a course at a house or centre may cost $1 to $2 for say a morning session, payable on the day. At TAFE, Stream 1000 classes tend to be offered in blocks of some 4 to 8 weeks (one session per week) with the class fee payable at the beginning of the block and ranging from the equivalent of $4 up to $25 per session or even higher. Admittedly, there are concession fees which are available which can reduce the course fees for some students. However, the necessity of paying 'up front' and of achieving minimal class sizes can prove restrictive.

The mention of the 'relatively high salary costs in TAFE' tends to elicit emotive responses. It cannot be denied that if there were an obligation across the state to offer TAFE Act part-time instructor rates to every teacher in a community adult education course the provision of community adult education courses would be constrained. The need to pay teachers fairly to avoid exploitation has to be balanced with the desirability of maintaining flexibility of provision and approaches. This is an ethical dilemma which is being explored in other states, and in South Australia is being considered by CAN. It will be an issue of some significance for the Community Adult Education Secretariat and its Advisory Group to address.

In a discussion of programs offered by houses and centres it must be acknowledged that these can be of a quite different approach, level and structure compared with those typically offered as TAFE Stream 1000 courses. Courses offered in houses and centres are often more informal and less structured than those in TAFE's Stream 1000. In community adult education it is essential to maintain a broad continuum of provision to offer maximum choice to the diversity of community participants. Further, it is recognised that for some community adult education students there is a pathway of study which may begin with attendance at a house or centre and proceed in later years to study at an educational institution such as school or TAFE. For the purposes of this project it is important, therefore, that in identifying the future supportive role for TAFE in the provision of community adult education, efforts be made to maintain, or even extend, the diversity of provision that currently exists.

4.4 University of the Third Age

Another group which is thriving in South Australia is the University of the Third Age (U3A). Through this organisation, the increasing numbers of active retired people in the general population engage in learning and social activities which tend to draw on the rich knowledge and experience of their members. The U3A operates on a very modest budget and relies on access to premises which are available at no cost or a very minimal cost. It is a very strong example of empowerment at the local level, where individuals determine for themselves the nature of their own learning. The U3A operates successfully with a very modest staffing infrastructure.

There has been considerable lobbying through the project from groups such as the Council of Pensioners and Retired Persons Association (SA) Inc, and the Older Women's Advisory Committee (SA), for the continuation of TAFE Stream 1000 classes. The value of access to community adult education for the aging members of the community cannot be overstated. As has been explained in the responses to the lobbying from these groups, an intended outcome of this project is that larger numbers of the elderly will be able to be students of community adult education classes at a cost generally more affordable than the present TAFE Stream 1000 classes.

4.5 Government agencies as providers of community adult education

Several government agencies at the state and federal level offer short courses which could be considered community adult education classes. These may range from parenting and child care courses offered through the Department of Family and Community Services, to horticulture and land care courses offered through the Department of Primary Industries. During the consultation phase there appeared to be little knowledge of what different agencies may be offering. A supportive service which could be provided by a TAFE college would be to act as a liaison and referral agent for these agencies in regard to community adult education.

One small area of concern raised in the consultation phase was related to problems caused by the withdrawal of an agency from a particular area of course delivery to a local community with the expectation that another government agency would pick up the task. In this era of declining resources this situation is likely to become more common but with some positive cooperation between government agencies in a local area any detrimental effects on the local community can be lessened.

4.6 The Education Department

Garry Coombes' paper provides a description of the situation regarding the Education Department as another provider of community adult education.

> *Capacity for secondary schools to respond to community needs, especially through*

> *re-entry schools appears to be increasing. Following joint discussions between DETAFE, Treasury and senior Education Department officers a formal policy decision was taken within the Education Department that:*
>
> *'Those schools wishing to attract parents and community members to the school by the provision of such (personal interest and enrichment courses) should do so in cooperation with a nearby DETAFE college, using the college organisational and supervisory structures to deliver a Stream 1000 course on the school site.'*
>
> *The blurring of these courses and those which the Education Department describe as 'programs for parents at no fee to familiarise them with aspects of the school curricula' has resulted in the independent continuation of Stream 1000-like offerings in some secondary schools.*
>
> from Coombes G, The Role of DETAFE in Community Adult Education Provision, (unpublished) DETAFE, Adelaide, November, 1991, p4

In the consultation for the project, it appeared that there was a wide range of relationships between TAFE colleges and local schools. In some instances, there was strong cooperation, with the school providing easy access to school premises for the delivery of Stream 1000 courses. In others, the schools were reluctant to cooperate which was demonstrated by charging high rental fees or denying access for 'security reasons'. In only one instance did the TAFE college regard the local high school's offerings as competition for the college's Stream 1000 courses.

Education Department schools are moving toward increased autonomy and a 'one-line budget' which encourages the charging of rent for school premises to cover all costs. There was a considerable disparity between the rents charged by different schools. Variations such as these highlight the need for some discussions between the Education Department and the Community Adult Education Secretariat to develop policies and practices to ensure the community has the best possible access to these facilities. With the establishment of the new ministerial portfolio covering both the Education Department and the Secretariat (the latter under the aegis of DETAFE) the future of such discussions augurs well.

4.7 Other providers - the implications for TAFE colleges

For TAFE colleges, simply identifying the range of providers in their local area with whom they may wish to explore supportive and collaborative arrangements is not necessarily an easy task. While there are likely to be larger obvious providers centred on community or church centres, there may also be a plethora of smaller providers. For example, in the city of Whyalla, with a population of 27 000, the city council has identified 100 providers of community adult education.

The Community Adult Education Secretariat should prove to be useful to colleges seeking to identify those providers with whom useful partnerships could be formed. In addition, each college's local community networks, the college council, and local government could be useful sources.

This is not to assume by any means that all community providers will necessarily be interested in a partnership arrangement with their local college. However, throughout the project TAFE colleges have been encouraged to provide a range of support to other providers to benefit the broader community.

4.8 Other providers - access to TAFE facilities

Providing access to TAFE facilities - especially specialist ones - at a minimal cost is one obvious way in which TAFE colleges can provide support to other providers of community adult education. The consultation phase of this project revealed a wide range of practices at colleges ranging from free access to some groups to more substantial charges elsewhere. It would be desirable for the Community Adult Education Secretariat, in cooperation with TAFE colleges, to develop some guidelines for the use of TAFE facilities by these providers. There may also be issues of insurance to be investigated.

At one college concern was expressed about other providers using TAFE premises to trade on the TAFE name, but offering courses of poor quality which generated complaints targeted incorrectly to the TAFE college itself. This has no easy answer but appropriate guidelines and sensitive monitoring may avoid such situations in the future.

5 THE COMMUNITY ADULT EDUCATION SECRETARIAT

5.1 Signalling a new role

Following the amalgamation of the Office of Tertiary Education with DETAFE, a Community Adult Education Secretariat has been established. In this amalgamation, the role and responsibilities of the Office of Tertiary Education and its work with the non-government providers of community adult education has come under the aegis of DETAFE.

This amalgamation offers an opportunity to develop a structure and role for the Secretariat which will ensure effective service, support and policy development for potential and existing providers of community adult education in South Australia. The role will embrace both the non-government providers as well as any continuing provision of TAFE Stream 1000 courses.

The establishment of the Secretariat signals this new broader role. In addition, the Secretariat has the potential to provide high visibility and a clear identity for the oversight of community adult education in this state. It offers a strong platform from which to enhance and strengthen community adult education in all its forms.

5.2 The role of the Community Adult Education Secretariat

The Secretariat will, in cooperation with the proposed Community Adult Education Advisory Group, have carriage of responsibility in policy development and in the administration of government funding for community adult education in South Australia. It will also have a key role in providing support, leadership and coordination to ensure the most effective delivery of community adult education to a broad community.

A useful tool for defining goals for the Secretariat is the vision statement prepared as part of this project. (See Appendix 2). Within the vision statement there are snapshots of how the workshop (which prepared the vision statement) perceived community adult education in this state in five years time. Based on these snapshots the long term goals of the Secretariat could be as listed below. An early task for the Secretariat would be to give some priorities to these goals as part of their strategic planning process. The goals based on the vision statement include:

1. To ensure community adult education is within easy reach of the broader community – including designated equal opportunity and social justice groups – in both rural and metropolitan areas.

2. To ensure community members in either country or city area are able to undertake a wide range of learning experiences.

3. To ensure that community adult education in rural or metropolitan settings is self-directed and self-managed by the community.

4 To support coordinators and others in the field in the empowering community members in the recognition and satisfaction of their learning needs in community adult education.

5 To foster positive cooperation and a strong sense of partnership between local government, other state and federal government agencies, and community adult education groups.

6 To ensure adequate training is available to staff and volunteers involved in the management and delivery of community adult education.

7 To foster clear study pathways for both staff and students which will in turn enhance career pathway opportunities.

8 To develop and implement sound quality assurance practices for the provision of community adult education.

9 To endeavour to improve the funding of community adult education especially in terms of identifying and fostering sources of funding and increasing the consistency and predicability of funding.

10 To foster a diversity of models for community adult education which have a commonality of principles but which recognise the differing needs of geographic, cultural or 'common interest' communities.

11 To provide leadership in seeking government support for community adult education in a number of different ways (such as through providing access to public education facilities at a minimal cost, by providing sales tax exemption, by establishing access to State Supply).

12 To provide leadership in negotiating with other SA public sector agencies to ensure the agencies have policies which clarify their support for community adult education.

13 To foster research which will contribute to the continued improvement of community adult education.

14 To provide support to volunteers which enables them bring the richness of their knowledge and skills to the delivery of community adult education.

15 To foster arrangements which will result in minimal fees for community adult education students.

16 To foster a rich diversity and continuum of courses which are offered by a variety of delivery modes.

Much of the day-to-day focus of the Secretariat will be concerned with non-DETAFE providers of community adult education. Indeed in recognition of this role it may be possible to provide some modest clerical support and use of a phone and a photocopier for these providers.

The Secretariat will in many ways continue the role which the Office of Tertiary Education played in supporting the non-government providers of community adult education through the Ministerial Advisory Committee on Community Adult Education. Indeed, for these providers the service and support should be maintained and ideally improved from before. The biggest change for the Secretariat will be taking on a DETAFE focus as well particularly as the Department is exploring a new supportive role in the management and delivery of community adult education.

In considering which 'party' – the non-government providers or DETAFE – will undergo the greater change resulting from the establishment of the Secretariat, it would appear to be DETAFE which is required to make the larger adjustment in terms of philosophy, policy and practices. These adjustments will be in the direction of supporting the other providers to strengthen community adult education in South Australia.

5.3 A proposed structure for the Community Adult Education Secretariat

In considering a structure for the Secretariat, the challenge is to achieve a minimal bureaucratic structure which can provide effective servicing to the sector, without creating an unnecessarily large structure which will absorb resources more effectively and appropriately utilised at the community level.

Presently, the Secretariat consists of two officers – a senior project officer, Ms Pam Metcalf, and an administrative officer, Ms Karen Cameron – who have been transferred to DETAFE from the Office of Tertiary Education.

However, for the Secretariat to operate effectively, especially in its establishment phase, it is proposed that the staffing be increased from two to a total of three officers.

It is anticipated that an additional position be created at the management level which could be funded from a range of possible sources. Certainly, there is an ethical dilemma here in either redirecting funds from delivery of courses or from existing student concession subsidies. However, in a long term view of how best to ensure the most effective provision of policy and funding for community adult education in South Australia, it is essential that at least a minimal infrastructure is created centrally to adequately service the field.

In summary, the proposed staffing of the Secretariat is:

- a manager at or equivalent to the SA public sector ASO7 level (additional)
- a field officer at the ASO5 level (position currently funded)
- an administrative officer at the ASO2 level (position currently funded at an ASO1 level).

More complete descriptions of the positions and their suggested roles are provided in Appendix 4.

5.4 The Secretariat and the need for a regional structure

During the consultation for the project, only one or two individuals expressed the need for a regional structure to support the management and delivery of community adult education in South Australia. This reflects the findings of the extensive state-wide community consultation conducted during 1991 by the Ministerial Advisory Committee on Community Adult Education. Amongst the non-government providers, especially the neighbourhood houses and community centres, some regionalisation is occurring as it is needed.

A formal regional structure may serve to impede rather than enhance provision of community adult education in South Australia. With a relatively small state population - albeit geographically dispersed in the rural areas - this state has the opportunity to utilise a simple organisational structure which encourages responsiveness and speed. It would appear preferble for the Secretariat to work with and support regional groups as and when they arise but not to deflect energy and resources into establishing a complex and unnecessary regional system.

5.5 The Secretariat and the notion of self-managing

Essential to the spirit of this project and of the community adult education sector as a whole is the fostering of self-management - or empowerment - for local community-based providers of community adult education. This recognises the rights of communities to determine for themselves their own learning needs and how best to satisfy those needs.

For the Secretariat, the role will be one of supporting and assisting self-management by the providers. Thus, the Secretariat will not be seeking to impose a central bureaucratic control on community adult education across the state. Rather the role will focus on coordination, advocacy and fostering good practice in the management and delivery of community adult education.

In the consultation for the project, the notion of self-managing was warmly received and tended to reflect existing effective practices amongst the non-government providers of community adult education. In some country areas, however, the feeling was expressed that self-managing was yet a further imposition on already burdened, active members of country communities. This highlights a need for the Secretariat, and perhaps for country TAFE colleges, to provide support in various ways. For example, the demands of a submission-based funding process were often mentioned as one of the more onerous, time-consuming tasks, and there may be ways to assist with this process through training, some clerical support, or where possible, a simplification of the requirements of the submission and the reporting of outcomes.

5.6 The relationship of the Secretariat to DETAFE

In establishing a unit in DETAFE with the overview of community adult education it was decided to establish a Secretariat rather than a division or a branch which are the typical organisational units within the central office structure of the Department. As a Secretariat there is recognition that its role and scope is different compared with other units in the Department. Not only is there the sense of the Secretariat developing policy and providing administrative support to the proposed Community Adult Education Advisory Group but there is also a flavour of some separateness, independence and an ambit which extends beyond the confines of DETAFE.

By placing the Secretariat within the line management and organisational structure of the Department, accountability mechanisms are maintained and organisational efficiencies achieved. For example, for the latter, other resources of the Department are more easily brought to bear on the work of the Secretariat. These may include data collection and analysis, curriculum advice and resources, access to marketing advice, and use of the research facilities in the library.

5.7 The Secretariat and program management

In DETAFE there is a program management system for the teaching programs within the Department. There are 12 vocational programs and one English as a Second Language/Preparatory program each with its own management group. The functions of these 'program management groups', briefly, is to prepare program plans in consultation with industry, to monitor course standards, and to liaise with colleges and central office divisions concerning delivery and resources.

The Enrichment Program Management Group which was concerned with the Department's Stream 1000 courses was discontinued in March, 1991. It is not envisaged that this Group be replaced, however, there are several parallel functions which could be performed by the Secretariat. These may include:

1. liaison with industry in the development of strategic plans and performance agreements for the Secretariat (the 'industry' here refers to the providers - government and non-government - of community adult education and reflected in the membership of the proposed Community Adult Education Advisory Group)

2. provision of a focus for community adult education in client liaison, teaching and staff development

3. provision of advice to the Department's Chief Executive Officer concerning matters such as internal DETAFE policy and funding relating to Stream 1000 courses, and employment conditions of Stream 1000 coordinators. (It may be necessary to establish a sub-committee of the proposed Community Adult Education Reference Group or a separate working party to consider these specific DETAFE matters.)

5.8 The Secretariat and professional development

The enhancement of professional development and the fostering of study and career paths for staff involved in the provision of community adult education will be an important area for the Secretariat to pursue. Some excellent work has already been done through the joint venture project between Gilles Plains College of TAFE, the University of South

Australia and the Community and Neighbourhood Houses Association Inc. This project has led to the development of a TAFE Certificate in Community Services (Community Development) which will provide educational status in undergraduate programs at the University of South Australia. The course is targeted to coordinators of neighbourhood houses and centres.

Further opportunities for professional development both in terms of formal award courses such as that mentioned above, and in shorter more intensive courses, can be fostered and coordinated through the Secretariat. This will also be a key area for TAFE college support to local community adult education providers in areas as diverse as adult learning and small business management. For example, the DETAFE course for newly-employed lecturers, the New Entry Lecturers Methods of Instruction course has already proved to be valuable training for several community-based providers who have attended it.

5.9 The Secretariat and the recognition of training

A *National Framework for the Recognition of Training* has been developed which '...recognises that training is provided by both the public and private sectors, including enterprises, commercially run colleges, community providers, licensing authorities, professional associations, TAFE and schools. It enables both public and private training providers to deliver nationally recognised training ... (and provides) an assurance about the quality of training.' (VEETAC Working Party on the Recognition of Training, Nationally Recognised Training - Bringing it Together, Department of Education, Employment and Training, Canberra, 1992, p3.)

The National Framework ensures national consistency in the recognition of accredited courses, training programs, training providers, competencies and in the prior learning of individuals. The Framework is underpinned by the competency-based training system which refers to an approach in vocational education and training which focuses on the competencies gained by individuals rather than on the training process itself.

Community adult education is much broader than the provision of training in vocational competencies. Nevertheless, many providers of community adult education may be interested in exploring the National Framework so that study pathways for some of their students can be enhanced. It is possible for providers to deliver an accredited course or a recognised training program, but to do so the provider must be registered. Located within DETAFE - but operating independently - is a Training Recognition Unit which is providing the support to those providers wishing to pursue this path. A clear role of the Community Adult Education Secretariat will be to provide information and guidance to providers in cooperation with the Training Recognition Unit.

Two possible sites for the early exploration of the National Framework in the community adult education arena would be firstly, in the Salisbury area and secondly at the Aboriginal Community College. In the Salisbury area, the Salisbury City Council has already expressed strong interest in some of their neighbourhood houses and community centres becoming registered providers. This could be further investigated through the possible development of a Salisbury Community Adult Education Centre as a collaborative effort between the Elizabeth College of TAFE and the Salisbury City Council.

The second site - the Aboriginal Community College - currently offers a wide variety of community adult education courses and there is considerable potential to explore the benefits of the National Framework for their work, especially in terms of enhancing study pathways for students.

5.10 The Secretariat and the Kickstart program

The Secretariat will be well-placed to liaise with central office Divisions in DETAFE to benefit the community adult education sector. For example, the Employment and Training Division manages the Kickstart program which is a state government employment and training initiative concerned with developing partnerships at the regional level to deliver employment development and skill improvement programs. Primarily, Kickstart involves the state government through the Employment and Training Division of DETAFE, and key regional organisations including major employers, unions, training providers, local government, and community groups and service clubs. Central funds are available to regions to allow better planning and outcomes.

Kickstart has a strong vocational focus and operates through Regional Employment and Training Boards. It is possible that some providers of community adult education may find it worthwhile to tap into the network. In particular, the involvement of local government and local communities can have useful parallels for the provision of community adult education such as in the development of collaborative partnerships and in the enhancing of beneficial links between Kickstart and community adult education such as in study pathways.

The role of the Community Adult Education Secretariat in relation to Kickstart will be to provide a liaison and referral point between community adult education providers and Kickstart boards and officers to benefit where possible local communities and their students.

5.11 The Secretariat and the streaming of TAFE courses

A further role for the Secretariat would be to investigate areas such as the streaming of courses. The 'streaming' of courses refers to their classification within a national TAFE system. The streaming is based on the level of the course, its rigour and its intended outcomes. Streams of most relevance to community adult education classes are those at the 1000 and 2000 levels. A summary of the national system is provided in Appendix 3.

Community adult education primarily covers the Stream 1000 classification 'courses for recreation, leisure and personal enrichment' but also extends into Stream 2000 'courses for entry to employment and further education'. Within a TAFE college the fee structure for these two different classifications is quite different: the former is under a Departmental policy directive to operate on the basis of cost-recovery for all direct costs; the latter, the Stream 2000 courses, are not obliged to cover costs and thus from the student's perspective can be accessed at a far cheaper cost.

In addition, many of the language and literacy courses offered by community adult education providers other than TAFE, are more closely linked to the Stream 2000 courses particularly in terms of study pathways and the gaining of educational status in TAFE courses. To ensure students are benefiting as much as possible, the Community Adult Education Secretariat in cooperation with the DETAFE English as a Second Language/Preparatory Program Group and the DETAFE Curriculum Services Division, can consider the placement and relationship of Stream 1000 courses (or their equivalent) vis-a-vis Stream 2000 courses.

It may also be possible that for some of the existing TAFE Stream 1000 courses, consideration could be given to their placement in the Stream 3000 'initial vocational courses' certificate classification. For example, in the course of the project several letters have been received about the future of the floristry and floral art Stream 1000 classes. Like some other Stream 1000 courses (such as millinery and lead lighting) there are often vocational outcomes for floristry/floral art students. As has been explained in the responses to the letters, it is possible to develop a vocational certificate course in floristry/floral art (or indeed in other areas) but before this can happen the Department must be satisfied there is sufficient need and demand in the industry to warrant the development and delivery of such a course. Strong support from industry associations – where they exist – is beneficial for this process.

5.12 The Secretariat and the South Australian Association of Councils of Colleges of TAFE Inc (SAACC)

The South Australian Association of Councils of Colleges of TAFE Inc (SAACC) operates as a umbrella association for the councils of TAFE colleges. An essential part of a college council's role is to bring community advice to bear on a college's planning, and through the Association to assist and influence Departmental planning to ensure community needs are met.

The Association and most councils have been very strong supporters and defenders of the Department's role in the direct delivery of Stream 1000 classes. Whilst the Association recognises the necessity for changing the focus of TAFE colleges to vocational and advanced skills courses, it is keen to see TAFE colleges continue with a significant role in community adult education albeit a different role from previously.

For the Secretariat, the Association and its member councils will offer a useful vehicle for assisting colleges and their communities in realising a changed role for TAFE colleges in community adult education. Some college councils (for example, South East and perhaps Tea Tree Gully) are exploring the establishment of sub-committees of councils which will become incorporated bodies with management committees representative of the community and other providers. These bodies are likely to offer community adult education courses in collaboration with other providers and will seek to complement other provision and probably maintain delivery of courses equivalent to Stream 1000 classes.

6 THE MINISTERIAL ADVISORY COMMITTEE ON COMMUNITY ADULT EDUCATION

6.1 The Committee – its history and role

This Committee began its work in 1990 administering the Community Adult Education Program (CAEP). (Note that the current Program administered by this Committee does not embrace the provision of Stream 1000 courses in TAFE colleges. Some TAFE Colleges refer to their provision of Stream 1000 programs as their 'community adult education program' but for the work of this Committee their current responsibility is for CAEP which operates in addition to the provision of Stream 1000 courses in TAFE colleges.) The CAEP is considered a social justice initiative. The Committee's role has been to advise the Minister of Education, Employment and Training on policy and the distribution of monies from Commonwealth and State sources to non-government providers of community adult education.

The Committee has in recent years had a substantial increase in the funds available for distribution. In 1988, the Committee had $125 000 to distribute. In 1992, these monies have increased to some $510 000. This threefold increase has been due largely to a progressive commitment of funds on the part of the State government to community adult education offered through community-based providers.

The 1992 funding for the Community Adult Education Program – $510 000 –consisted of approximately $145 000 from the Commonwealth and $365 000 from the State. The Commonwealth funds are tied to literacy and language programs.

The Committee – much to its credit – has devoted considerable energy to exploring the most effective use of these funds. In the Committee's first Bulletin, published in March, 1992, they describe their process to determine how to best disperse their funds:

> *During 1991 the committee convened a series of public meetings with community groups in the metropolitan and country areas to discuss the future directions of the Program. Feedback was invited on five issues: regionalisation, the nature of funding, nature of programs, mix of funding and accountability.*
>
> *Following the community consultations, discussions with other government agencies, and in the knowledge of developments at the Commonwealth and State levels it was proposed that the CAEP funds be expended not only on the delivery of programs but on activities which would help to consolidate and support the field. The 1992 program approved by the Minister has five components:*

	$
Literacy and language programs	*250 000*
Small grants program	*80 000*
Block grants	*60 000*
Regionalisation/Community Learning Centres	*60 000*
Infrastructure/Special project support	*60 000*
TOTAL	*$510 000*

As the above figures indicate some $390 000 (76.5%) has been allocated for program delivery and $120 000 (23.5%) to infrastructure support systems.

(from Advisory Committee on Community Adult Education, Bulletin, March, 1992, No 1, pp 2–3

Presently, in addition to the policy advice it provides to the minister, the members of the committee also undertake some tasks more of an operational nature in a voluntary capacity. The burden of some of the present work could well be undertaken by an adequately staffed Community Adult Education Secretariat. In addition, further functions could be supported by expertise available elsewhere in DETAFE: for example, data collection and analysis, publicity and public relations.

6.2 A Community Adult Education Advisory Group (CAEAG)

As the Secretariat's role will extend beyond non–government providers and embrace DETAFE's role in community adult education as well, it is appropriate to consider the role, function and membership of this Committee so that it too reflects and is well–placed to provide advice on the new broader remit. It is timely therefore, to signal the Secretariat's broader role (in contrast with the earlier separate roles undertaken by the then Office of Tertiary Education and the then DETAFE Enrichment Program Management Group) with a newly titled committee with a revised membership and functions.

The existing Committee reports to the Minister of Education, Employment and Training. However, with the emergence of the Vocational Education, Employment and Training Authority and new arrangements covering a range of education and training providers in South Australia, it may prove preferable for the proposed Community Adult Education Advisory Group (CAEAG) to report to the Chief Executive Officer of the new Authority.

An alternative to the present Ministerial Advisory Committee would be to have an Advisory Group which:

1 would report to the Chief Executive Officer of the proposed South Australian Vocational Education, Employment and Training Authority.

2 would include two ministerial appointments, one of whom would be a chairperson external to the Department

3 would comprise a membership of ten to twelve people with a term of office for two years. The membership should include a spread of community adult education interests within and without DETAFE with the emphasis placed on achieving a membership of committed experts from a range of providers and interest groups. A suggested membership would be:

- non-government providers of community adult education (including WEA)
- DETAFE
- local government
- higher education training and research (such as UniSA)
- designated equal opportunity groups (women, people with a disability, people from a non-English speaking background, aboriginal people)
- ministerial appointments including one from another key state government agency with a role in community adult education (such as the Education Department or Family and Community Services)

4 have a membership with appropriate gender balance and rural/metropolitan representation

5 would have a term of office which would provide for a partial roll-over of members to provide for some continuity. There should be some commonality between the present Ministerial Advisory Committee and any group which may replace it. The present Ministerial Advisory Committee has suggested a three year appointment for a chair, with a two year term as chair followed by one year of supporting the incoming chair.

6 possibly have the capacity to establish standing committees for such matters as the distribution of grants, literacy and languages, training and development and rural issues. On the other hand, it may be desirable to keep the structure as simple and flexible as possible. For example, similar expert advice may be available through other channels accessible through the Community Adult Education Secretariat.

7 have realistic terms of reference (this has been stressed by the present Ministerial Advisory Committee)

8 be supported by a modest budget which may include an honorarium for the chair, and payment for travel and contingencies for members. It needs to be kept in mind that some of the members could be voluntary or part-time workers involved in community adult education for whom financial support to attend these meetings would be helpful.

9 be key advisers in the development of strategic plans and performance agreements for the Community Adult Education Secretariat.

7 EMERGING MODELS FOR DETAFE'S FUTURE ROLE IN COMMUNITY ADULT EDUCATION

7.1 A range of models

In the consultation sessions held around the state, advice was sought on the most appropriate approaches for DETAFE's future role in community adult education with an emphasis on the nature of the role which could be undertaken by TAFE colleges. Several colleges were already involved in developing new models and others expressed interest in pursuing some of these ideas further. Certainly, the consultation provided an opportunity to seek out the good practices already in place in some colleges and to share this with others in DETAFE and the community.

The range of emerging models presents a variety of approaches which incorporate flexibility to meet a wide range of needs. In the longer term it is envisaged that a diversity of models will continue to operate. This recognises that communities differ in their needs and offers the responsiveness which characterises community adult education across Australia. The emerging models can be monitored for efficiency and effectiveness by the Community Adult Education Secretariat.

7.2 Community Adult Education Centres

One emerging model is that of community adult education centres.

Possible advantages

Some perceived advantages of the establishment of a community adult education centre are:

1 *A clear identity*

A community adult education centre can provide a clear identity for community adult education in the local market place which mirrors the partnership concept embodied in the newly established Community Adult Education Secretariat

2 *Improved marketing*

The clear identity of a community adult education centre can offer an improved marketing opportunity. It also provides a distinct separation from TAFE vocational courses which should both assist in the marketing of community adult education and not detract from the marketing of the vocational courses.

The 'Finn report' expressed the following concern about the distorted image of TAFE (Finn, 1991, p128):

> *... the prominence of stream 1000 courses in TAFE advertising has contributed to a distorted public image of TAFE's function and detracted from its perceived value as a post-school pathway. This view may have some validity given that these*

courses do tend to dominate TAFE advertising ...

This quotation triggered much debate in the college-based consultation sessions. Whilst the majority agreed with it, one or two groups denied that this applied to their colleges. Certainly, in an informal check on TAFE college advertising appearing in the local (rather than state) press, many of the courses advertised were Stream 1000. As these courses are usually a term in length the high frequency of the advertisements was also noticeable.

3 *Flexibility*

Community Adult Education Centres can take different forms to suit the needs of the local market. They can be located on or off a TAFE college campus, can be in partnership arrangements with different providers and funding agencies, can be organised as incorporated body, have differing management structures and course provision.

Some disadvantages

Some possible disadvantages of a community adult education centre concept are:

1 *Loss of the TAFE imprimatur*

A common statement expressed during the consultation process by those defending the continuation of the provision of Stream 1000 courses by TAFE was that the use of the TAFE name in marketing the courses added substantial credibility to the classes and their outcomes.

2 *A loss of quality of provision*

In many college-based consultation sessions and in much of the correspondence received during the project, the praise of the quality of the classes and the instructors was often fulsome and a credit to those involved.

Against this was a disappointing narrowness of perspective in one or two colleges that the only quality provider of community adult education was TAFE. This seemed a most parochial view and one which appeared to be based often on limited knowledge of other providers and their philosophy and style of provision. The narrowness was partly based on a difficulty in accepting that different approaches in different settings actually offers more choice to a broader community and that the 'TAFE way' is by no means the only way.

This view also ignores the potential of the Community Adult Education Secretariat and the TAFE colleges themselves to support the training and quality assurance processes of a diverse range of other providers. Indeed, a clearly desirable outcome of this project should be that a key task for the Community Adult Education Secretariat will be to endeavour to ensure that the quality of the provision of courses in community adult education (especially those emerging as equivalent to Stream 1000 classes) is maintained if not increased.

The Come in Cinderella report explores at length the issues of quality assurance in community adult education courses and the problems have started to be addressed in this state through the funding mechanism used by the Ministerial Advisory Committee on Community Adult Education. In NSW, the Board of Adult Education has been exploring the possibility of providing funding incentives to recognise and reward good practice in the provision of community adult education.

3 *The creation of a 'barrier' between TAFE and community adult education*

A very small minority of individuals in the consultation process expressed their concern that the creation of community adult education centres would lead to an unnecessary separation between the TAFE delivery system and community adult education providers.

The argument was that Stream 1000 classes in TAFE colleges were already the 'poor cousins' in terms of access to resources and facilities and that the community adult education centre concept would only exacerbate the situation. In a sense, this does reflect the reality of a changing TAFE focus with an increasing emphasis on vocational and advanced skills courses.

Avoiding the situation will require policy decisions within DETAFE concerning access to TAFE facilities, and possible inter-agency policy negotiation by the Community Adult Education Secretariat concerning access to other agencies' facilities.

4 *Fostering competition rather than cooperation*

A further perceived danger was the possibility of engendering competition rather than cooperation between the TAFE college and the community adult education centre, or between the latter and other providers of community adult education who may not have an association with the centre. Avoiding these situations can be dealt with by a combination of policy, ethical practices and goodwill.

7.3 Some examples of community adult education centres

The following descriptions of emerging possibilities describe the concept of community adult education centres. There is an obvious diversity and flexibility of approaches inherent in these models.

7.4 The Norwood Centre for Adult Learning

A current example of a possible model for a community adult education centre is the Norwood Centre for Adult Learning which has been established following the closure of Kensington Park College of TAFE. The Centre reports to Adelaide College of TAFE.

At present the Centre offers a range of Stream 1000 courses, some 'access' courses for students with disabilities and a couple of vocational formal award programs. The Centre operates from purposely-refurbished premises in a side street within a reasonable walking distance from the Norwood shopping centre.

The Centre offers a fine opportunity to become a thriving pilot of an innovative approach to community adult education. As has been suggested to the College, the Centre could operate with a local management committee which may include representation from local government, from local non-government community adult education providers (neighbourhood houses, community centres, church groups, the WEA), local schools, and perhaps some government agencies which may be involved in funding or perhaps offer courses locally such as Family and Community Services.

The spirit of this approach is very much to work in collaboration with these groups to ensure that the needs of the local people are met as effectively as possible. Obviously, it is important to strive for a situation which encourages cooperation, rationalisation, and mutual support, rather than any competition between providers. For instance, for the WEA the Norwood area represents a prime market area with the relatively affluent, middle class population in the vicinity.

7.5 A developing example - Community Adult Education Centres at Pinnaroo, Lameroo, Geranium and Karoonda

In four small country towns - Pinnaroo, Lameroo, Geranium and Karoonda - in the mallee country of South Australia, community adult education centres are being established with some seeding funding provided through the Ministerial Advisory Committee on Community Adult Education. The funding will provide for a part-time coordinator, some administrative support and some travel.

It is intended to provide the funding to the local councils who will in turn become the employers of the coordinators of the community adult education centres. It is hoped that by using this channel of employment there will be a greater opportunity for exploring flexibility in levels of payment. This is not to say that there is any intention to exploit workers in community adult education centres. However, to be obliged to pay TAFE level salaries across the sector could prove prohibitive to the potential scope of community adult education. It would also deny the willingness and value of the volunteer effort within the sector.

It is interesting to explore the leadership role the local TAFE college provided in the fostering of this approach. The instigation for these four centres came from the Director of Barker College of TAFE. The college had decided it could no longer justify the subsidisation of the Stream 1000 classes offered in these areas but wished to explore, in cooperation with the community, some other options which would maintain, if not increase, the provision of community adult education in these small towns. The Director established the 'Southern Mallee TAFE Committee' which he chaired with a membership of community representatives. The Committee sought and gained funding from the Ministerial Advisory Committee on Community Adult Education. The Director is now keen to remove himself from the chair of the Southern Mallee TAFE Committee (to be replaced by a community member) and to remove TAFE from the title.

There is some concern in the community about the seeding funding for these centres. The funding has been provided for a period of two years with the intention that the centres will find alternate sources of funding or become self-supporting after this period. Understandably, the centres would prefer a much longer-term commitment to funding. There is no easy answer to this. One of the most strident and constant problems raised in discussions on the 'fourth sector' of education is the meagreness and patchiness of the funding. On the other hand, one of the characteristics of the sector is also its flexibility and response to market demand wherein centres such as these with their minimal infrastructures can wax and wane according to need. At least with seeding funding the centres can be established, some skill levels developed further in the administration, and some energy directed not only to the provision of classes but to exploring alternate sources of funding. Also, it is not impossible that in the future, further funding may be provided from a source similar to that which provided the initial funding.

7.6 A possibility – the Parks Community Adult Education Centre

The Parks Community Centre is a substantial community centre which has been in existence for some 15 years in an area of marked socioeconomic disadvantage in suburban Adelaide. A major government review in 1992 explored the role of this valuable centre and concluded that it needed a major refocussing to better serve the needs of the local community. Subsequently, an Education, Employment and Training Group has been established at the Parks with DETAFE taking a leadership and coordination role for collaborative efforts between federal and state government agencies at the Parks involved in education and training.

In recent years the provision of TAFE Stream 1000 classes at the Parks has declined as the courses have become more expensive and have been priced out of the reach of the local disadvantaged community. Generally, more affluent students from further afield attended the classes giving rise to the local perception of the Stream 1000 courses as 'the yuppie classes'.

In parallel with the development of the Education, Employment and Training Group at the Parks, the Ministerial Advisory Committee on Community Adult Education has provided some of its 'innovative' funding to employ a full-time project officer for six months to explore links with other community adult education providers in the Parks community area and to propose some models. It is possible that what may emerge is a Community Adult Education Centre based at the Parks Community Centre and under the aegis of the Education, Employment and Training Group.

7.7 The Fleurieu Network of Neighbourhood Houses and Community Centres

A further amount of seeding funding from the Ministerial Advisory Committee has been provided for a part-time project officer for six months to explore effective cooperative models for community adult education which would best serve the needs of the Fleurieu community. The project certainly starts from a community base and it is hoped that positive cooperative relationships will be developed between the neighbourhood houses/community centres and the local TAFE colleges especially in terms of:

- fostering study pathways for students
- the possible provision of in-kind support from the Colleges
- access to specialist facilities in TAFE colleges.

7.8 A community adult education centre at Salisbury?

The Salisbury campus is part of Elizabeth College of TAFE. Unlike the majority of SA TAFE colleges where the trend has been to either withdraw from the provision of Stream 1000 classes or where the provision of Stream 1000 courses by the college has dwindled, Elizabeth College has in recent times been in a growth situation and has a thriving Stream 1000 program. In an area of such high socioeconomic disadvantage it is important that in any new approaches to the management and delivery of community adult education the level of provision of courses equivalent to Stream 1000 be maintained if not increased.

In the Salisbury area there are some promising indicators for the future of community adult education and for a possible joint venture between Elizabeth College of TAFE and the Salisbury City Council in the establishment of a community adult education centre. The Salisbury City Council would appear to be at the leading edge of local government commitment to community adult education under their community development portfolio. An indicator of their support is their funding of coordinators at several neighbourhood houses and senior citizen centres. Before the instigation of this project, the City Council had approached Elizabeth College to explore the possibilities of the increased articulation between courses offered at neighbourhood houses and TAFE courses, and of neighbourhood houses and similar places becoming registered providers of TAFE courses.

In addition to the City Council support, the Salisbury campus of TAFE is being redeveloped and within the development is an old building of modest size which could become a community arts and community adult education centre. The intention would be for this to be a 'shopfront' for community adult education within the local community and for classes to be offered in a wide range of premises including TAFE facilities (especially for classes requiring specialist resources).

It is possible that the coordinator of a community adult education centre such as this could be funded through a range of sources including local government, through offering some Commonwealth-funded programs, through the present Ministerial Advisory Committee on Community Adult Education, through direct recovery from class fees, and possibly by some ongoing in-kind support from the college or its council particularly in the establishment phase. This funding base would be considerably broader than the current narrow method of funding for TAFE college coordinators of Stream 1000 courses which is conducted on a cost-recovery basis from fees charged to students plus a modest reimbursement from the Department's central office to the college for salary overheads.

In addition, a concept such as a Salisbury community arts and community adult education centre allows for effective community-based direction and management. With the establishment of a local management committee such as that proposed earlier for the Norwood Centre for Adult Learning, the community would be well-placed to have the maximum control and influence over the centre's structure and operation and the courses it offers. The relationship between the community arts centre and the community adult education centre is also open to exploration and negotiation. The former may also be able to attract funding from the Department of Arts and Cultural Heritage.

7.9 Tea Tree Gully Community Adult Education Centre

Like Elizabeth College of TAFE, Tea Tree Gully College has a thriving Stream 1000 program offered by the college. The College's commitment to these courses is demonstrated by the marketing and delivery of Stream 1000 classes in a manner in which they are given equivalent value to the vocational programs offered by the college.

However, in the light of impending changes to the TAFE system such as the development of the Australian National Training Authority and the development of a state training agency, plus the likely amalgamation of Gilles Plains College and Tea Tree Gully College into an Institute (possibly an Institute of Vocational Education, Employment and Training), the college has informally expressed its intention of establishing a community adult education centre.

The centre would be established within the college campus and would be given a clear and separate identity from the college while maintaining its links and access to college facilities. The college may also investigate alternative sources of funding and different approaches to employing staff for the centre such as it becoming an incorporated body employing its own staff, or having the staff employed by the college council. The college is strongly committed to maintaining substantial in-kind support to the centre through avenues such as assistance with marketing, and through continued access to the college enrolment centre. There is also a desire to maintain a strong linkage between college management and the staff of the proposed centre to avoid any sense of 'apartheid' or isolation from the college which may be prejudicial for the students, by limiting their access to college facilities, and which may impede their utilisation of study pathways.

As in the earlier examples of emerging community adult education centres, the college may also consider establishing a local management committee to foster collaboration between local non-government providers of community adult education and to tap into community advice for management direction for the centre. The Tea Tree Gully College Council is very supportive of community adult education and is likely to play a key role in the development of the centre and the creation of a local management committee. Indeed, the College Council has played a leading role in the formulation of a position paper on this project by the SA Association of the Councils of Colleges of TAFE Inc (SAACC).

7.10 Aldgate Community Adult Education Centre

The Adelaide Hills community is well-known for its arts and crafts activities. In Aldgate, the local community has for many years enjoyed access to the TAFE campus for Stream 1000 classes.

The Aldgate campus forms part of the Barker College of TAFE. In keeping with the changing focus of TAFE the college is placing increasing emphasis on vocational and advanced skills courses. The college is currently considering the future of the Aldgate campus and giving some thought to the rationalisation of courses offered by the Mt Barker and Aldgate campuses.

For the development of stage two of the new Mt Barker campus to occur it is highly likely that the Department will be obliged to sell Aldgate campus as the funds raised through this source will make a substantial contribution to the project.

If this happened the college management would wish to see the current vocational programs offered at Aldgate transferred to the Mt Barker campus. This would benefit both staff and students as they would be better placed to access a wider range of resources and support services at Mt Barker. Certainly, on social justice and equity grounds on a state-wide comparative basis, the continuation of a TAFE campus at Aldgate cannot be justified. Coupled with this in any decision on the future of the Aldgate campus must be the opportunity costs for the broader Hills community associated with any delays or impediments to a more effective provision of vocational courses offered at the Mt Barker campus.

However, there is strong community pressure for the Aldgate campus to be maintained at least as an interim measure until alternative accommodation can be found. It is possible that a community arts and community adult education centre could be established in the Hills area which would be community-owned and community-managed.

As with the earlier examples of innovative support offered by Barker College of TAFE for the community adult education centres at Pinnaroo, Lameroo, Geranium and Karoonda, the college would foster the establishment of a community owned and community managed model and would provide in-kind support for the establishment phase. Both local government and the Department of Arts and Cultural Heritage may consider forms2083`of support to enable the concept to be realised.

7.11 Developments at the South East College of TAFE

South East College serves two quite different communities: one in the city of Mt Gambier and the other in the rural areas of the south east which are characterised by a dispersed rural population with small town centres. Across this rural community there is also considerable variation. These differing markets and the changing college focus requires the college to have a very flexible approach to the delivery of community adult education.

The college has expressed its desire to maintain the Stream 1000 program in the college but to change the role of the Stream 1000 coordinators to one of support rather than active delivery. The college sees its emerging new role in community adult education as one of '... *assist(ing) local communities to run their own programs by:*

- *coordinating local publicity*

- *assisting local bodies in tasks such as applying for grants*
- *offering advice about types of offerings, costs, etc, in other areas*
- *preparing a register of local venues, fees, conditions, etc*
- *assisting potential part-time instructors in getting started (as private providers)*
- *investigating insurance/public liability risks etc*
- *assisting local communities in any other way that would see them take greater ownership of their community adult education program.'*

(from Community Adult Education - the College Position (Draft), South East College of TAFE, August, 1992)

In the city of Mt Gambier, the role of support rather than direct delivery is being strongly encouraged by the College. This is arising partly because of the increasing number of non-government providers including the YMCA, and the Catholic and Baptist churches. In addition, a local business woman is establishing a small business in providing similar classes.

In the rural areas South East College has established TAFE learning centres which are run by 'TAFE Centre Managers' who are employed under a DETAFE contract of employment and report to a Head of School in the college management. Like the Community Education Officers described later in this paper, the role of these part-time managers is to assist the local rural community in accessing TAFE courses. Some of their duties are to:

- establish and maintain the TAFE Centre as an attractive and welcoming environment, suitable for study
- assist with provision and organising of vocational and career advice
- provide information about TAFE courses and those from other educational institutions
- assist students to plan their study, obtain resources and facilitate access to lecturers, other staff and fellow students
- assist students with services available within the college and from other organisations, such as child care, student financial support schemes, literacy support, etc
- liaise with local schools for the provision of TAFE information
- monitor community needs on behalf of the college
- assist with Stream 1000 classes.

The college also employs two part-time Stream 1000 coordinators, one to service Mt Gambier and the other to service the rural communities.

The College Council is highly supportive of the college's changing approach to community adult education. In four rural areas - Kingston, Naracoorte, Tatiara and Millicent - Area Committees have been in operation for some time. The College Council is considering making these Area Committees more representative of community groups and establishing each as a body corporate able to employ staff and deliver courses. It is anticipated that this approach will be trialled at Millicent and Naracoorte in 1993. The Area Committees already have groups such as local government and schools represented on them so there is a sound base in place.

In the rural areas there are strong - although informal links - between the college and neighbourhood houses particularly at Mt Burr and Bordertown. At Bordertown, the TAFE Centre Manager is also the coordinator of the neighbourhood house and is well-placed to compare the two in terms of delivery of community adult education. During the college consultation examples were given of similar courses offered in both venues and of the comparative success of those offered in the neighbourhood house. The reasons offered centred on the strong ownership by the students of the course offered in the neighbourhood house. The students determined their own needs and engaged in their own fundraising to provide a creche coordinator. Certainly, the cost of the course at the neighbourhood house was lower than the equivalent Stream 1000 class but this appeared to be less important than the involvement of the students in the delivery arrangements and the provision of some child care relief.

It was also reported during the consultation session that in areas such as Bordertown, several of the part-time instructors previously employed by the college have set themselves up as successful private providers in areas such as sewing, stencilling and stretch and knit classes.

A further suggestion from the consultation was the possibility of establishing community adult education cooperatives which would operate as a business and offer employment as well as goods for sale and a range of community adult education classes.

The South East College has also been developing some interesting links with local schools. At Keith, the College Council has paid $10 000 for eight years exclusive use of a classroom at the Keith Community School to be used as a TAFE Learning Centre. One intention is to establish this as a technology centre to improve the access of rural community to education and training. For example, it is hoped to install satellite links for videoconferencing, there will be an Optel telewriter available, and as at other TAFE Learning Centres, there will be full telephone duct and facsimile facilities.

7.12 Telecentres

The concept of the TAFE Learning Centre as developed by South East College of TAFE with the installation of information technology is in some ways similar to the concept of telecottages developed most successfully in Sweden in the 1980s. An excellent report Telecottages - the Potential for Rural Australia (D Horner and I Reeve, for Department of

Primary Industries, May 1991) discusses the approach and its relevance for Australian rural communities. However, the role of telecottages extends beyond improving access to education and training and has a clear focus on generating local employment.

The report describes telecottages as:

> *... a community centre where electronic services are available for use by all local people as a shared resource. They are also referred to as 'Community Teleservice Centres'. There's nothing high-tech about the building itself - any room connected with power and phone lines could be used. The first telecottage was set up above the local store in a small village in rural Sweden back in 1985. There are now over 50 centres spread throughout northern Europe, on islands, in coastal fishing communities and other remote locations. ...*
>
> *Telecottages are designed to provide isolated communities with access to new developments in 'information technology'. This can;*
>
> - *generate local and 'distance' employment;*
> - *open up many educational and training opportunities;*
> - *help local businesses compete better against city companies;*
> - *provide better communication between distant centres;*
> - *expand social opportunities;*
> - *allow access to on-line computer services for weather, news, banking, medical advice, business advice, marketing information, travel arrangements, etc'*
>
> Horner D and Reeve I, Telecottages: The Potential for Rural Australia, Department of Primary Industries and Energy, AGPS, May, 1991, p117

There is obvious potential for the co-location of a community adult education centre with a telecottage, or for the provision of community adult education courses through the information technology facilities of the telecottage. In October, 1992, there was an advertisement in the national press by the Department of Primary Industries and Energy for applications for funding for 'telecentres', a concept similar to that of telecottages (see Appendix 5 for a copy of the advertisement). Such funding avenues may provide opportunities for TAFE colleges to explore this approach.

7.13 Community education officers

On Eyre Peninsula, Eyre College of TAFE has community education officers in the small country towns of Cleve and Wudinna. The role of these officers is to liaise with the local community to help them identify their learning needs and to help the individuals access education and training. Their priorities are firstly to assist with students wishing to undertake TAFE vocational courses, secondly to assist students wishing to undertake higher education, thirdly to assist with access to school education, and finally a relatively small proportion of their time is spent on helping individuals and groups access the equivalent of Stream 1000 courses.

Like several other TAFE colleges, Eyre College has been withdrawing from the delivery of Stream 1000 courses and focusing its energy and resources on vocational and preparatory programs. However, it has where possible assisted potential students and private providers of community adult education courses to come together for their mutual benefit.

There are other examples of similar community education officer positions at Goyder College and at Noarlunga College (on Kangaroo Island). Typically, the positions are part-time and are held by people in the community who are held in high regard and have excellent local networks. The officers tend not to have educational qualifications as their local contacts are considered more important, and this is also provides for greater flexibility in the pay rates for these individuals.

The community education officer positions are not funded on a cost-recovery basis as are the TAFE Stream 1000 coordinators in other TAFE colleges. The positions at the colleges appear to be funded from a variety of sources including a contribution from teaching programs at the college, some support from fee-for-service profits, and perhaps partly from the college base budget. Most important for the funding of these officers would appear to be a commitment by the college to this approach.

While a community education officer would appear to be very successful in country colleges, they do not appear to have been tried as a model in metropolitan colleges. In the NSW TAFE system there are similar positions known as outreach lecturers.

7.14 How else can colleges support community adult education?

There are some outstanding examples of how colleges can support community adult education other than through the traditional provision of Stream 1000 courses.

7.15 Gilles Plains College Project

Gilles Plains College has been involved as a joint venture partner with the University of South Australia and the Community Centres and Neighbourhood Houses Association of SA Inc ('CAN') in an excellent project to assist the coordinators of neighbourhood houses and community centres. The project has involved a skills audit, and needs analysis and a training program. This last element will be a DETAFE formal award in the form of a Certificate in Community Services (Community Development). The course will be available in a modular format to be undertaken by coordinators in their workplace. The project was funded through DETAFE's social justice budget.

7.16 Light College support

Light College has been taking a hard look at the provision of Stream 1000 courses by the college. It has decided to withdraw from the direct delivery of these classes at the Gawler campus, but to maintain a level of delivery at its Barossa Valley and Clare campuses.

The college has been most concerned about the increasing necessity for the college to subsidise the delivery of Stream 1000 classes and has also focussed on the increasing price of classes for students. On this latter point the college has written:

> *Due to increasing costs associated with this program it has been recognised by management that leisure (Stream 1000) courses are becoming less equitable and, in fact, there could be grounds for claiming discrimination in terms of meeting the needs of less affluent members of the community. Even with a significant concession rate, the need to pay 'up front' does not allow access (for) people in financial need and the escalating costs of housing these courses is putting them out of reach of those who could most benefit from them.*
>
> From Community Adult Education - Gawler campus, brief paper tabled at consultation session held at the college on 25 June, 1992

In response to the withdrawal from the delivery of Stream 1000 courses at the Gawler campus, the college has considered implementing the following support mechanisms for the significant number of other local providers of community adult education:

- providing some administrative and clerical support
- providing a small amount of advertising in the local press
- making Gawler campus a focus for information about community adult education courses available in the local area
- establishing a register of tutors, courses, workshops and so on and producing a directory which would be available at the campus front desk
- providing facilities on campus for the provision of some community adult education courses by other providers (under certain conditions)
- fostering a transition for the current PTI lecturers in Stream 1000 courses to become private providers of equivalent courses
- preparing a small booklet for the 'new private providers' which is based on the Office of Small Business Guidelines and which outlines the opportunities and pitfalls associated with taking on private tuition.

The college also decided to undertake a review of the space and equipment available at the Gawler campus to see if the needs of the local community adult education providers could be better met by reassigning college equipment to off-campus locations in the community. The intention would be to provide more flexibility in the way courses are offered and paid for which would increase the potential access for people in the community. It was also considered this approach may provide seven day a week access to some of these facilities.

Expressions of interest are being canvassed from various organisations in the Gawler community for them to house college equipment. The criteria for the arrangements are fairly stringent and are:

- *the area must be accessible for a significant amount of time, day and night, to the general public*

- *there must be a security system operative in the building that houses any equipment*

- *the organisation must be able to take over the appropriate maintenance of equipment in order to comply with (current) occupational health, safety and welfare legislation*

- *the area must be accessible to people with disabilities*

- *agreement must be reached on issues of equity and access to disadvantaged groups or individuals.'*

> From Community Adult Education Program - Gawler campus, brief paper tabled at consultation session held at the college on 25 June, 1992

The elements of this support program would appear to be worthwhile for consideration by all colleges which are considering withdrawing from the delivery of Stream 1000 courses.

7.17 Workplace community adult education

A model which could be explored further in the future is the delivery of a diverse range of community adult education in the workplace. This already occurs to some degree in the fitness and literacy areas. The latter is particularly significant as companies realise the benefits of improved language skills for better safety and increased productivity. However, tied with notions of staff satisfaction and holistic personal development it may be possible to extend the nature of this provision.

8 CURRENT COLLEGE PROVISION OF STREAM 1000 COURSES

The following is intended as a brief overview of the current provision of Stream 1000 courses in TAFE Colleges in SA at the time of consultation for the current project.

Several colleges are exploring some innovative approaches which are described in more detail in the preceding section of this paper.

It should be noted that all TAFE colleges offer Stream 2000 courses such as in preparatory and literacy areas. Many of these courses would be appropriately included in a broader definition of community adult education than that currently in vogue in TAFE colleges which limits community adult education to Stream 1000 courses.

8.1 Adelaide College

Adelaide College provides Stream 1000 courses through its Norwood Centre for Adult Learning (discussed earlier in the paper) and in specific subject areas such as in languages, at the Centre for Performing Arts, and at the School of Music.

The College does not have a PTI Stream 1000 Coordinator. Management of these courses within the College appears to be undertaken by permanent TAFE Act staff as part of their duties.

8.2 Barker College

The College is offering Stream 1000 courses at Murray Bridge, Aldgate, Mt Barker, Hahndorf and Strathalbyn, however, the number of classes offered is declining.

The College's very innovative approach to the development of community adult education centres based in neighbourhood houses at Lameroo, Pinnaroo, Geranium and Karoonda is discussed earlier in the paper as is the situation at the Aldgate campus with the possibility of establishing a combined community arts centre and community adult education centre.

The College has a PTI Stream 1000 Coordinator.

8.3 Croydon Park College

The College continues to offer a modest provision of Stream 1000 courses. The number of classes has declined following the devolution of responsibility for their management to programs within the College.

The College no longer has a PTI Stream 1000 Coordinator.

8.4 Elizabeth College

This College has a thriving, expanding and substantial Stream 1000 program which has increased 55% in 1992 in terms of students and classes compared with 1991. The success of the program would appear to be through the commitment of the college management and the appointment of an energetic, highly competent PTI Stream 1000 Coordinator. It would also indicate a continuing willingness by the College to increase the College funding for the subsidisation of these courses.

The success of the Stream 1000 Program at Elizabeth College emphasises the importance of offering to a socioeconomically disadvantaged community such as Elizabeth, a broad choice of learning, educational and training opportunities. For the purposes of this paper, it also highlights an essential endeavour of the project: to ensure that the provision of community adult education in a community such as Elizabeth is at least maintained and preferably increased. However, the question remains of how and by whom such classes should be managed and delivered. A discussion of the potential for the establishment of a community adult education centre attached to the Salisbury campus of Elizabeth College and possibly supported by the Salisbury City Council is discussed earlier in the paper.

8.5 Eyre College

The College has withdrawn from the provision of Stream 1000 courses. Instead, the College offers similar short courses as a fee-for-service activity within the College. It also provides support to community groups wishing to use the College facilities for classes or activities.

The College also provides further support through its innovative use of Community Education Officers in small country centres. The discussion of this approach earlier in the paper outlined the role of these officers in providing a small part of their allocated time to assisting individuals and groups to access community adult education classes offered by providers other than TAFE.

The college does not have a PTI Stream 1000 coordinator.

8.6 Gilles Plains College

This College has transferred the administration of their Stream 1000 courses to Tea Tree Gully College (which has led to a 35% increase in the classes offered at the latter college). This move anticipates a possible amalgamation of Gilles Plains and Tea Tree Gully Colleges to form an Institute.

Gilles Plains College has sought to support community adult education in other ways, particularly through a joint venture project with the Community and Neighbourhood Houses Association (CAN) and the University of South Australia. This project is discussed earlier in the paper. Briefly, it has been concerned with identifying training needs and providing training for coordinators of neighbourhood houses and community centres.

The college also supports community adult education through collaborative approaches involving the college's preparatory program lecturers working with local providers in the intellectual and physical disabilities area, and in community literacy and English as a second language. Much of this collaborative work involves the provision of training by the college to volunteer and paid staff from the other providers.

Prior to the consolidation of the administration of Stream 1000 courses with Tea Tree Gully College during 1992, Gilles Plains had a PTI Stream 1000 coordinator.

8.7 Goyder College

Goyder College has withdrawn from the provision of Stream 1000 classes and uses the monies previously required to subsidise the delivery of Stream 1000 courses to instead support the delivery of pre-vocational courses. The College has continued to provide access to College facilities to those people who were teachers in the Stream 1000 program and who still wish to offer similar classes as private providers.

Interestingly, Goyder College, (which has six rural campuses with its centre at Port Pirie) had no substantial alternative infrastructure outside TAFE for the delivery of community adult education. Followin the withdrawal of the TAFE College from the community adult education arena there has been a market response whereby community individuals and groups have arranged their own activities and classes in a range of locations including private homes and shops.

More recently, the College has started considering other forms of support such as the provision of some leadership in terms of cooperative endeavours and networks in community adult education in the region especially to address any gaps in provision and to foster alternative approaches.

8.8 Kingston College

Kingston College has a substantial program of Stream 1000 courses offered at its campuses. The college staff is very committed to the provision of Stream 1000 classes and has a very loyal and supportive student body.

The college has a PTI Stream 1000 coordinator.

8.9 Light College

This college has withdrawn from the provision of Stream 1000 classes at its Gawler campus partly through a transferral of course administration to Elizabeth College. However, at the more dispersed rural locations such as in the Barossa Valley and Clare the college is continuing with the delivery of Stream 1000 classes.

To counter any possible negative effects arising from the withdrawal from direct delivery at Gawler, the college has instigated a range of support mechanisms for other providers in the local area. These support mechanisms are discussed earlier in the paper.

The college has a PTI Stream 1000 coordinator.

8.10 Marleston College

At Marleston College there is a short course program which is offered under the fee-for-service guidelines. The college does not offer any Stream 1000 classes.

8.11 Noarlunga College

Noarlunga College has an extensive provision of Stream 1000 courses at all its campuses, particularly at Victor Harbour.

The college employs two PTI Stream 1000 Coordinators.

8.12 Panorama College

Panorama College has withdrawn from the delivery of Stream 1000 classes and has transferred the administration of the courses to Adelaide College, particularly through the Norwood Centre for Adult Learning.

8.13 Port Adelaide College

The college has a substantial program of Stream 1000 classes offered mainly through its Grange campus. The college management is very committed to the delivery of Stream 1000 classes.

The college has a PTI Stream 1000 Coordinator.

8.14 Port Augusta College

Port Augusta offers a sound program of Stream 1000 classes.

The college employs a PTI Stream 1000 Coordinator.

8.15 Regency College

Regency College has been a specialist - rather than community - college since its inception. It does not offer Stream 1000 classes.

8.16 Riverland College

Riverland College offers an extensive range of Stream 1000 classes at all its campuses.

The college does not employ a PTI Stream 1000 Coordinator. Rather, the administration is handled by college resource officers employed under the Government Management and Employment Act.

8.17 South East College

This college serves two quite different communities; the city of Mt Gambier and the more dispersed rural campuses in the south east region. The college is seeking to withdraw from the direct delivery of these courses (especially at Mt Gambier where there is an increasing number of other providers) and undertake a more supportive role for local providers of community adult education. A more detailed explanation of the innovative approaches being explored by the college is discussed earlier in the paper

The college employs two PTI Stream 1000 coordinators.

8.18 Tea Tree Gully College

This college has a very extensive range of Stream 1000 classes offered through the college. The classes have had a very high growth rate since the college became operational in 1991 and have recently been boosted by the transfer of the administration of Gilles Plains College Stream 1000 classes.

The management of the college is very committed to the Stream 1000 classes and the program is considered quite equivalent to the vocational programs offered by the college. In this respect alone, the Stream 1000 program at Tea Tree Gully College would appear to be the most thoroughly integrated of any college in the state. (For example, the Stream 1000 program has its own substantial performance agreement with the management of the college.)

The Stream 1000 program also receives strong support from the College Council and there is a sub-committee of the council with specific responsibility for the oversight of the administration of these classes.

The college has adopted some exemplary innovative practices such as the instigation of a buddy system in the Stream 1000 classes for students with intellectual or physical disabilities. There has been a sense of trialing this approach in these classes for possible later transfer to the vocational and preparatory courses offered by the college.

The college is considering the establishment of a community adult education centre located on the campus to manage and deliver community adult education classes (including the equivalent of Stream 1000 classes) in collaboration with other providers. This new approach is discussed earlier in the paper.

The college employs two PTI Stream 1000 Coordinators.

8.19 Whyalla College

Whyalla College has a sound program of Stream 1000 classes.

In the city of Whyalla the city council has recently employed a community development officer who has identified 100 providers of community adult education from the city's population of 27 000 people. The city council conducts regular monthly forums for these providers.

With such a high number of other providers it is possible that the college may consider its future involvement in the direct delivery of Stream 1000 classes (or their equivalent). There is certainly considerable potential for a supportive role for the college in terms of providing training in areas such as delivery, quality assurance and small business management.

The college employs a PTI Stream 1000 Coordinator.

9 EMPLOYMENT CONDITIONS FOR DETAFE STREAM 1000 COORDINATORS

9.1 The medium term problem

During the consultation process for the project a discussion was held with DETAFE Stream 1000 coordinators to inform them about the project, to seek their ideas and advice, and to give them an opportunity to voice their concerns. The issues of their current employment conditions and their likely future dominated much of the meeting. The latter situation – concerning their future positions in colleges – is highly dependent on the decisions that individual colleges take concerning the future management and delivery of Stream 1000 courses or their equivalent.

However, the other major issue – the current employment conditions of these officers – does raise some matters which may require further consideration in the medium term (say in 1993 for application from 1994). For example, it would seem inappropriate to employ these officers under a part–time instructor (PTI) classification as their primary task is the coordination of the delivery of Stream 1000 courses (whereas a PTI should be teaching and/or setting and marking examinations). Some of the coordinators do undertake some teaching in the Stream 1000 program but this should be considered as a separate and incidental issue.

9.2 A short term approach

In the short term (that is from the beginning of 1993) it would appear most expeditious for these officers to be continued to be employed as part–time instructors although it would be desirable to ensure some consistency in the rate of pay across colleges. At the meeting it was also noted that some of these officers are employed under 'contracts of employment' which is considered by the Department's Human Resources Division to be inappropriate. (The 'contract of employment' is a system used to provide a specialist service which is otherwise not readily available in the public sector.)

9.3 Maintaining flexibility

During 1993, as colleges become clearer in their future plans for Stream 1000 courses, further consultation should occur to consider the employment of Stream 1000 coordinators under either the TAFE Act (as lecturers or education managers) or under the Government Management and Employment Act (as administrators). In the interim it is essential to maintain maximum flexibility for those colleges exploring different strategies such as the establishment of community adult education centres as incorporated bodies. In developing a range of models, individual colleges may wish to strike different arrangements in the salary levels and methods of funding for their community adult education 'managers' or 'coordinators'. This range of approaches will provide the opportunity to trial and evaluate differing employment practices which can be monitored by the Community Adult Education Secretariat.

10 LANGUAGE AND LITERACY PROVISION

10.1 The role of the Secretariat

A very prominent aspect of community adult education is in the area of language and literacy provision. For example, a substantial proportion of the funding channelled through the Ministerial Advisory Committee for Community Adult Education is for community language and literacy programs. In addition, there are programs available through TAFE colleges themselves.

During the consultation phase for this project, the impression was gained that language and literacy provision is serviced by passionate and committed professionals, and has a strong lobbying and professional association which operates at the state and federal levels. There also appeared to be some tensions from the local through to the federal levels concerning funding provision and policy changes.

It is not the intention of this discussion paper to become embroiled in the debates on funding, provision and policy issues of language and literacy provision. Rather, a more appropriate focus is on the role of the Community Adult Education Secretariat in this area. Within DETAFE, a planning and advisory role on language and literacy provision is undertaken by the English as a Second Language and Preparatory Program Group. In addition, there are both full-time and part-time DETAFE staff working in the area. Within the Community and Neighbourhood Houses and Centres Association, Inc, there is a Language and Literacy Coordinator and many part-time and voluntary workers in the houses and centres themselves.

The role of the Secretariat will be to continue the work commenced by the then Office of Tertiary Education which is to liaise with groups such as these to endeavour to ensure that provision of language and literacy training in the community adult education arena is as effective and efficient as possible. This may be achieved through avenues such as targeted funding for innovative approaches or in areas such as the coordination of training for community-based providers of language and literacy training.

10.2 The Australian Language and Literacy Policy and the South Australian Literacy Strategy

The focus on adult literacy provision which followed the International Literacy Year in 1990 and the development of a Literacy Strategy for South Australia, has provided some indications of the potential relationship between DETAFE and community adult education in other fields.

The Literacy Strategy for South Australia recognised DETAFE as the major provider of programs, and also recognised the particular contributions to be made by the community-based sector in the provision of less formal learning arrangements for those in the community unable or unwilling to access TAFE college provision. DETAFE policy and the Literacy Strategy established a principle of complementarity in provision rather than competitive duplication of services.

The complementarity is reflected in funding arrangements which are split in a 75/25 ratio at three different levels:

1 *Commonwealth to state*

The Australian Language and Literacy Policy (ALLP) has provided the single largest and specifically targeted influx of funds to the Community Adult Education Program. The resource agreement negotiations with the Commonwealth for the distribution of these Australian Language and Literacy Policy funds have been based on existing State policies. Accordingly, 75% of this Commonwealth funding has been directed to DETAFE and 25% to the community sector.

2 *DETAFE to community*

The DETAFE policy has committed some 25% of total state effort in adult literacy towards support for the establishment of the community adult education sector programs in adult literacy. This was a notional planning figure for TAFE colleges which was intended to identify and encourage the level of 'in kind' support appropriate for TAFE colleges to be giving to community-based providers. The 25% provision is intended to foster cooperation between TAFE and community coordinators of programs, to encourage mutual referral of students, to provide the community with access to TAFE learning materials, and most significantly, to provide access for community providers to TAFE curriculum development and to professional development for practitioners in the community adult education sector.

3 *DETAFE and community joint projects*

Joint projects between the two sectors - DETAFE and the community - have been funded on the same 75/25 formula. The most substantial projects have been the initiatives in professional development, such as the collaborative project involving the DETAFE Adult Literacy Unit, the community-based providers, and the then Office of Tertiary Education. In this instance, 75% of the funding has been provided from DETAFE and 25% from the community sector.

Clearly, the longer term arrangements for these programs will need re-examination after the establishment phase but the model of cooperation and collaboration to enhance opportunities for students and which best use resources should be preserved in this program and extended to others.

11 THE USE OF VOLUNTEERS

11.1 The richness of their contribution

The community adult education sector is characterised by service from large numbers of dedicated and enthusiastic individuals including many part–time workers and volunteers. Part–time workers in this field typically give far more in time and energy than is reflected in their remuneration. Concerns about exploitation of both these groups are frequently raised.

The use of volunteers in community adult education was an emotive issue in the consultation for this project. It was accepted that volunteers have much to offer from their personal expertise and experience together with their strong commitment but this view was countered by their vulnerability to exploitation. Certainly to say that using volunteers is simply an expedient solution for reducing costs is too simplistic. Indeed some advice received suggested that using volunteers is a false economy because of the extensive support in terms of training and monitoring which volunteers require to maintain reasonable standards in terms of quality assurance.

Interestingly, volunteers can be very defensive about their rights and wishes to continue as volunteers rather than to be obliged to accept any remuneration.

11.2 The Secretariat's role

However, volunteers have been and will continue to be, valuable contributors in the provision of community–managed community adult education. For the Community Adult Education Secretariat and the Advisory Group, developing guidelines and principles on the role of volunteers on community adult education will be an important task. The Secretariat is likely to have a key coordinating role in the provision of support and training for volunteers in this area.

12 THE COMMUNITY SERVICES REVIEW

12.1 Similarity of issues

Currently, in South Australia a Community Services Sector Review is being conducted with the aim of initiating reform within the sector which will result in better services being available to all members of the community. The community services industry covers a wide range of services, including employment, health, housing, education, recreation and welfare. The second stage of the review is now under way and is focussing on the health and welfare sectors. Education may be encompassed in the third stage of the review.

Many of the issues being explored in the Community Services Sector Review parallel those faced in the provision of community adult education. Those issues of particular relevance include improving the inter-agency cooperation (in terms of policy and funding) to benefit the community, and in the exploration of improving community-based management.

For example, there is growing recognition that 'community management is at a crisis point due to a number of factors, including over-commitment, decline in volunteer resources, increased responsibilities and accountability, and in over-representation of professionals on committees' (reference to Hamilton (1991) in Community Services Sector Review - Stage 2, p 18).

The Review report continues ...

This phenomenon reflects a number of factors:

- *an attempt to make public funds cover a wide and urgent need for services within the community, often without recognising minimum operating requirements for individual services;*

- *the adjustments required by new demands on community-managed committees, eg. industrial responsibilities, financial accountability, increased demand and greater expectations by consumers, training requirements (staff, volunteers, computer literacy, effective communication) etc;*

- *an assumption that the reservoir of voluntary expertise within the community is able, without additional support, to undertake the strategic planning, legal, financial and industrial requirements for managing local services effectively;*

- *a lack of clarity about how best to achieve certain objectives, eg. the notion that community management is an effective means of enabling community participation and development.'*

(Community Services Sector Review - Stage 2, p 18).

12.2 Inclusion of Community Adult Education

The review recommends that research into community management models be conducted. To this end, a 12 month project on community management has been established under the review. The outcomes of this are likely to be very useful for the future of community adult education in this state and the Community Adult Secretariat and the Advisory Group may wish to continue to monitor the findings and explore their relevance and application. Furthermore, the Secretariat could encourage the inclusion of community adult education in the third stage of the Community Services Sector Review.

13 APPENDICES

Appendix 1 - Bulletin notice

COMMITTEES - COMMUNITY ADULT EDUCATION - THE FUTURE DIRECTIONS FOR DETAFE (DETAFE 423/91. Bulletin No 540)

A project is currently under way in the Department to develop a fresh approach to DETAFE's role in community adult education in South Australia. The project will be looking more broadly than Stream 1000 courses within colleges and will be exploring the possibilities for DETAFE's supportive role in fostering and facilitating a self-managing community education sector. This may include cooperative arrangements with community providers such as community and neighbourhood houses, the Workers' Educational Association, and local government.

The project has been instigated in the light of growing concerns that Stream 1000 courses offered by TAFE Colleges have in recent times been less successful in meeting the needs of the most disadvantaged in our community. In addition, now that the Office of Tertiary Education (OTE) is amalgamating with the Department, it brings with it the Ministerial Advisory Committee on Community Adult Education which advises the Minister on policy and the distribution of monies from the Community Adult Education Program (funded by Commonwealth and State sources) to non-government providers of community adult education. Nationally, a recent Senate Select Committee report **Come in Cinderella** has made recommendations on the provision of community adult education.

TERMS OF REFERENCE

The terms of reference for this project are:

1 To explore a future role for DETAFE in the provision of community adult education which will in the long term foster and facilitate a self-managing community education sector in both rural and metropolitan areas.

2 To explore a future role for DETAFE in the provision of community adult education which will ensure that the Department is supporting the needs of the most disadvantaged in the community - particularly those in designated equal opportunity groups, the unemployed and those in isolated communities - in the most effective and efficient ways possible.

3 To explore a future role for DETAFE in the provision of community adult education in the light of the future directions for TAFE as generated in recent major national reports concerning TAFE such as those by Deveson, Finn, Mayer and Carmichael.

4 To explore a future role for DETAFE in the provision of community adult education in the light of the Senate Select Committee report **Come in Cinderella** and other reports specific to the sector.

5 To propose a framework covering policy, organisational and consultative arrangements, for DETAFE's supportive role in the provision of community adult education which:

- takes into account the amalgamation of the Office of Tertiary Education with the Department, the roles of other community providers such as the Community and Neighbourhood Houses Association and the Workers' Educational Association, and the possible role of local government
- considers placement within the program management system in the Department and the concomitant streaming of courses according to national TAFE classifications
- acknowledges DETAFE's historical role in the provision of Stream 1000 courses and preparatory education Stream 2000 courses, explores the relationship with Colleges' commercial activities, and includes the advice of College Councils
- takes into account the philosophical and organisational tenets under which the non-governmental community adult education sector operates.

6 To propose an implementation strategy - including process, time frame and budget implications - for DETAFE's future role in community adult education and the establishment of the Community Adult Education Program in the new context.

7 To conduct the project in a consultative manner which models a partnership relationship with other providers.

PROJECT PROCESS

The end point of the process will be the implementation - at least in pilot form - of a new framework for DETAFE's role in community adult education at the beginning of 1993.

The process itself will provide opportunities for consultation with TAFE Colleges, College Councils, relevant unions, community providers of adult education, and local government. To assist the consultation process, some key papers will be produced: initially a vision statement in leaflet form, followed by a future directions discussion paper, and finally a paper clarifying a framework and related principles for DETAFE's role.

PROJECT MANAGEMENT

The project is being guided by a Reference Group with the following members:

Maureen Morton, Director, Goyder College of TAFE
Garry Coombes, Associate Director, Noarlunga College of TAFE
Nicole Gilding, Assistant Director, Executive Unit
Denise Janek, Program Manager, ESL and Preparatory Program

Pam Metcalf, Senior Project Officer, Office of Tertiary Education

The project manager is Fran Colley from the Executive Unit in Central Office.

Contact: Fran Colley or Reference Group members
Phone: (08) 226 3488

Appendix 2 - Extract from Vision Statement

SA DEPARTMENT OF EMPLOYMENT AND TECHNICAL
AND FURTHER EDUCATION

COMMUNITY ADULT EDUCATION IN SOUTH AUSTRALIA

THE FUTURE DIRECTIONS FOR DETAFE

A VISION STATEMENT

May, 1992

INTRODUCTION

The SA Department of Employment and TAFE (DETAFE) is conducting a project to explore a future role for the Department which will in the long term foster and facilitate a self-managing community adult education sector in both rural and metropolitan areas. (See page 6 for the terms of reference for the project)

The purpose of this leaflet is to provide a vision which will provide a focus for the consultation being undertaken by the Department.

The content of the leaflet has been derived from a workshop held on 7 May, 1992 which was attended by key stakeholders in the provision of community adult education. Those attending were from both rural and metropolitan locations and included representatives of the Community and Neighbourhood Houses, the WEA, Local Government Association, equal opportunity designated groups, unions, UniSA, TAFE College Councils, the Advisory Committee on Community Adult Education, the Office of Tertiary Education and DETAFE.

HOW THIS LEAFLET WILL BE USED

This leaflet will be used as a focus for DETAFE's consultation with groups including non-government providers of community adult education, local councils, TAFE Colleges, TAFE College Councils and the relevant unions.

From these consultations, a discussion paper will be produced and there will be further opportunity for comment. Finally, an implementation paper will set the framework for DETAFF's future role in community adult education from the beginning of 1993.

THE PARAMETERS FOR DETAFE

DETAFE is changing. There is a revolution under way in vocational education and training systems throughout Australia. Pressures for reform come from all directions: from industry, from the economic need to develop a more highly skilled workforce, from the social need to respond to high unemployment, from governments wanting greater value for money, from students wanting quality training, and from a desire to build a national vocational education and training system. DETAFE now sees itself as one provider among a range of providers and is keen to work in cooperative and partnership arrangements with these other providers.

These economic realities and the national training reforms mean that DETAFE is obliged to pursue a more rigorous vocational focus (including maintaining a commitment in ESL and preparatory courses). The same economic influences make it essential that the Department does not lose sight of those in the community who need easy access to a range of courses which are often non-formal and which may or may not have vocational outcomes.

For DETAFE, this means that a fresh approach is needed for its role in community adult education in South Australia. It is also important for TAFE Colleges to acknowledge that community adult education is far broader than the provision of TAFE 'Stream 1000' courses for recreation, leisure and personal enrichment. All the current boundaries and structural arrangements will be considered. The DETAFE role which emerges is likely to be supportive in nature; will vary according to the diverse needs of different communities; will not deflect resources needed for DETAFE's other imperatives; and, will be cognisant of the knowledge and skills base its staff can offer and the facilities it embraces.

A DEFINITION

For the purposes of this project the following definition of community adult education has been developed.

Community adult education:

- **provides opportunities for lifelong, post-compulsory, holistic learning in ways which are often non-formal**
- **fosters learning which may increase opportunities for participants to pursue study pathways, employment pathways, and personal interests.**
- **empowers individuals and local communities to manage their own learning provision in flexible, responsive, diverse and socially-just ways.**

Note: The notion of '**self-managing**' in this paper is used to describe the empowering of communities to determine and manage their own learning provision in community adult education. To be successful in attracting funding from government sources there will often be parameters promoting good practice and ensuring the effective use of public monies to be observed.

THE VISION

To express a vision for community adult education in South Australia, the following **snapshots of what community adult education may be like in five years time** are offered. These are not commitments, not all may even be achievable because of future constraints, nor is the list complete or absolute, but **the snapshots do provide a tool to help us focus on a rich, positive and dynamic future**.

IN FIVE YEARS TIME ...

1 **Community adult education is within easy reach to the broader community** - including designated equal opportunity and social justice groups - in both rural and metropolitan areas.

IN FIVE YEARS TIME ...

2 **Community members in either country or city areas are able to undertake a wide range of learning experiences** including through attending a course and by using open learning technology. For attendance, students can gather in diverse settings including someone's home, in a neighbourhood house, in a room in a local business, in a local council centre, in a community adult education learning centre, in school or TAFE premises, or in whatever other facilities meet their physical and intellectual needs.

3 **Community adult education in rural or metropolitan settings is self-directed and self-managed by the community.** To foster and monitor the provision of courses there is a network of local community adult education management committees each with a majority of community representatives. The committee membership embraces equal opportunity and social justice groups. These committees will acknowledge that 'community' is not related only to 'locality' but can also reflect groups with common needs such as people with a disability.

4 Several communities have a community education officer who has strong networks and is held in high regard by the community. The person's role is **to empower the community members to help them identify their learning needs and to support them in accessing that learning** by providing them with information, by assisting with gaining funding, and by liaising with a range of funding sources, and educational providers.

5 **There is positive cooperation and a strong sense of partnership** between local government, government agencies (including DETAFE) and community adult education groups in accessing funds, providing courses, by being mutual referral agents and in sharing information, so that existing and potential community adult education students benefit as much as possible.

6 **Staff involved in community adult education and members of management committees have all received training in the provision of community adult education** which will include representing and responding to community needs, servicing designated groups, empowerment philosophies and practices, and quality assurance mechanisms.

7 **There are clear study pathways available for staff and students** which will in turn enhance career pathway opportunities.

IN FIVE YEARS TIME ...

8 **Sound quality assurance and accountability practices are in place** in the provision of community adult education.

9 Programs are operating with **consistent and predictable funding**.

10 Across the state **there is a diversity of models in place** which have a commonality of principles but recognise the differing needs of geographic, cultural or 'common interest' communities.

11 **Government support for community adult education is provided in a number of additional ways** such as through providing access to public education facilities at a minimal cost, by providing sales tax exemption and/or by providing access to State Supply.

12 There is **a range of policies across SA public sector agencies** which will clarify their support for community adult education.

13 There is **a lively research element** with adequate funding contributing to the continued improvement of community adult education.

14 There is **a role for volunteers** in bringing the richness of their knowledge and skills to the delivery of community adult education.

15 There are **minimal fees** for community adult education students.

16 There is **a rich diversity of courses offered by a variety of educational delivery modes** which are often innovative, are responsive to local needs, and range from 'one offs' to more structured courses offered in developmental stages.

Appendix 3 - Classification of TAFE courses

A national classification system has been agreed by the Australian Education council and is set out below. Courses in streams 3212, 3222 and higher lead to awards that may be accepted for course articulation between TAFE and universities.

A stream is a category of courses having a common purpose in terms of vocational or educational outcomes. Four major categories of streams are distinguished to provide a limited number of groups that describe broadly the overall picture of TAFE course provision. The major stream categories are divided into sub-categories or minor streams that provide more detailed description and analysis. Each major and minor stream has been allocated a number for reference purposes.

The structure of the major and minor streams is as follows:

Stream 1000: COURSES FOR RECREATION, LEISURE AND PERSONAL ENRICHMENT

Stream 2000: COURSES FOR ENTRY TO EMPLOYMENT AND FURTHER EDUCATION
  2100: basic education and employment skills
  2200: educational preparation

Stream 3000: INITIAL VOCATIONAL COURSES
  3100: **operatives**
  3200: **skilled**
    3210 courses for recognised trades
    3211 courses which grant partial exemption in recognised trade courses
    3212 complete trade courses for declared vocations
  3220: **other skills courses**
    3221 course which grant partial exemption in other skills courses
    3222 complete courses which include Traineeships
  3300: **trade technician/trade supervisory or equivalent**
  3500: **para-professional/higher education**
  3600: **professional**

Stream 4000: COURSES SUBSEQUENT TO AN INITIAL VOCATIONAL COURSE
  4100: **operative level**
  4200: **skilled level**
  4300: **trade technician/trade supervisory**
  4400: **para-professional/technician**
  4500: **para-professional/higher education**

Appendix 4 – Proposed staffing of the Community Adult Education Secretariat

Position Title: **Manager, Community Adult Education Secretariat**
Stream: Administrative Services
Career Group: Project and Policy
Proposed Classification: ASO7

It is proposed that the Manager of the Community Adult Education Secretariat will:

1 Be responsible for the management and administration of the community adult education program

2 assess, develop, implement and evaluate the unit's operations

3 work under minimal and broad direction (from the Executive Director to whom the position reports and the Community Adult Education Reference Group)

4 exercise a significant level of responsibility for the State's Community Adult Education Program

5 undertake duties of a sensitive, innovative, critical and often complex nature

6 be responsible for the development of significant new policies for community adult education in SA

7 undertake extensive liaison and negotiation with senior officers of inter and intra-state and federal government agencies and a range of non-government providers

8 undertake strategic planning and preparation of performance agreements in consultation with key stakeholders

9 foster collaborative projects at local, regional and state levels

10 develop mechanisms for quality assurance, development of training and other support programs

11 Provide high level advice and support to the CAE reference group

Position Title: **Field Officer, Community Adult Education Secretariat**
Stream: Administrative Services
Career Group: Project and Policy
Proposed Classification: ASO5

It is proposed that the Field Officer, Community Adult Education Secretariat will:

1 contribute to forward planning and policy formulation and implementation for community adult education

2 work under limited direction within broadly defined guidelines

3 use initiative and judgement where procedures are not clearly defined and identify specific of desired performance outcomes

4 undertake extensive liaison and support roles for government and non-government providers of community adult education

5 identify opportunities for, and foster and support collaborative projects particularly at the local and regional level

6 identify areas or groups needing support and implement mechanisms to address their needs

7 provide a service-oriented consultancy providing information and advice to potential and existing community adult education providers

8 provide encouragement and support to enable providers to successfully access funding from a range of sources

9 coordinate and/or conduct training programs

10 provide executive officer support for the CAE reference group

Position Title: **Administration Officer, Community Adult Education Secretariat**
Stream: Administrative Services
Career Group: Administration
Proposed Classification: ASO2

It is proposed that the Administration Officer, Community Adult Education Secretariat will:

1 Work under some general direction

2 be responsible for administering the budget of the Secretariat

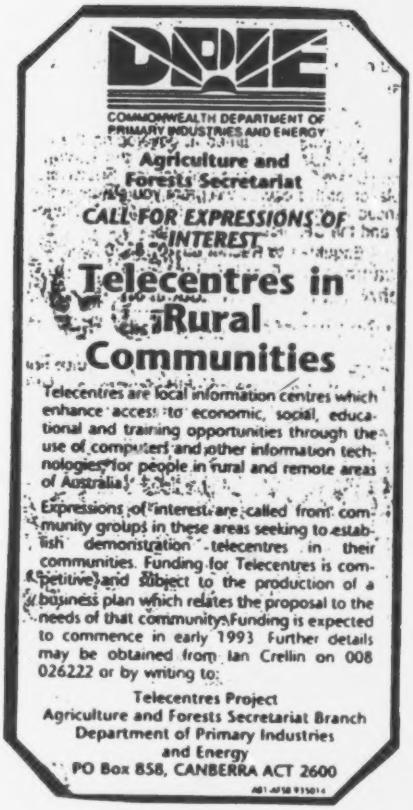
3 establish spreadsheets to administer project funds dispersed through the secretariat

4 provide a receptionist and secretarial service for unit

5 provide information and referral service for clients

Appendix 5 - Advertisement for telecentres

THE ADVERTISER
17 OCTOBER 1992



COMMONWEALTH DEPARTMENT OF
PRIMARY INDUSTRIES AND ENERGY

**Agriculture and
Forests Secretariat**

*CALL FOR EXPRESSIONS OF
INTEREST*

Telecentres in Rural Communities

Telecentres are local information centres which enhance access to economic, social, educational and training opportunities through the use of computers and other information technologies for people in rural and remote areas of Australia.

Expressions of interest are called from community groups in these areas seeking to establish demonstration telecentres in their communities. Funding for Telecentres is competitive and subject to the production of a business plan which relates the proposal to the needs of that community. Funding is expected to commence in early 1993 Further details may be obtained from Ian Crellin on 008 026222 or by writing to:

Telecentres Project
Agriculture and Forests Secretariat Branch
Department of Primary Industries
and Energy
PO Box 858, CANBERRA ACT 2600

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